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ELEVENTH ANNUAL MIDWEST CORRECTIONAL CONFERENCE

Sponsored by

Midwestern States
Correctional Institutions

Iowa Board of Control of
State Institutions

With Cooperation of

ENGINEERING EXTENSION

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IOWA STATE UNIVERSITY
of Science and Technology

April 14, 15, 16, 1964 Ames, Iowa

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BOARD OF CONTROL
OF STATE INSTITUTIONS
DES MOINES, IOWA

FOREWARD

This conference report for the Eleventh Annual Correctional Conference attempted to record some of the work, efforts and enthusiasm of the participants. The success and value of these conferences are dependent upon the time and effort of many people. It would be impossible to express appreciation to all individually.

The papers have been included as they were submitted. No attempt has been made to edit or add to them. Many valuable contributions and areas of discussion have, of necessity, been omitted. To all of those who contributed in anyway, our appreciation; to those who were unable to attend, our warmest invitation to attend future Conferences; and, to all, an appeal, please help us make future conferences more valuable by sending your comments and suggestions.

The Twelfth Annual Correctional Conference will be held on April 6, 7, and 8, 1965 at Iowa State University, Ames, Iowa, in the Memorial Union. An attempt will be made to notify all persons well in advance for planning and attendance. Twelve states were represented in 1964 and it becomes an enormous task to keep all informed. A planning session will be held in Des Moines on July , 1964 to further develop the program. Tentatively, the theme will be PUBLIC RELATIONS AND CORRECTIONS. It is our hope that each state and/or institution can send a representative or at least a letter with your comments and suggestions to this session. No special invitation is necessary for you to participate.

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

Donald P. Hendricks
Correctional Conference Coordinator
Engineering Extension
110 Marston Hall
Iowa State University
Ames, Iowa

IOWA DEPARTMENT
OF SOCIAL SERVICES

BOARD OF CONTROL
OF STATE INSTITUTIONS
DES MOINES, IOWA

PLANNING MEETING

A short planning meeting was held during the 1964 conference to obtain preliminary suggestions for the 1965 conference. In general, there seemed to be the feeling that the program format should be changed for the next conference; instead of having long general sessions, they should be short and a longer time spent in smaller groups in separate rooms.

The informal Tuesday evening session did not seem to work out as well as it had in the past. It will be included in the next conference and will start later in the evening.

The planning meeting will be held at:

Iowa State Board of Control Conference Room
6th Floor - State Office Building

on:

Friday, July 24, 1964
10:00 A. M. - Daylight Savings Time

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

1965 THEME

Several themes, topics or areas of discussion were suggested for inclusion in the 1965 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 summer planning meeting. Any comments and/or suggestions at this time would be most helpful.

- I. Public Relations
 - A. Adult Education
 - B. Treatment
 - 1. Medical and Physical
 - 2. Industry Work Program
 - 3. Safety
 - 4. Religions
 - C. Departmental Cooperation
 - D. Human Relations
 - E. Legislators
 - F. Civic Organizations

- II. Training Programs for Line Personnel
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Presentation by Gil Crandberg

Kansas State Reception and Diagnostic Center

Dr. Karl Targownik

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Kickoff Speaker

R. E. Ranard

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Huber Law

Vernon A. Verhulst

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Kickoff Speaker

Ray Meier

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Presentation by William Dawson

Presentation by Byron Aaron

Presentation by Col. Melford M. Wheatley

Banquet Speaker

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Community Resources and Responsibility in Post Release

Employer

Ronald Schueler

Parole

Alan Christensen

Registration List
MIDWEST CORRECTIONAL CONFERENCE
April 14, 15, 16, 1964

Aaron, Byron
U. S. Penitentiary
Leavenworth, Kansas

Allen, Jim
Iowa Training School for Boys
Eldora, Iowa

Austin, Jack
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Anamosa, Iowa

Baldwin, Nancy
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Lincoln, Nebraska

Barba, Roberta
Iowa Training School for Girls
Mitchellville, Iowa

Barker, Stanley
Med. Soc. Prison
Moberly, Missouri

Beck, Charles
The Men's Reformatory
Anamosa, Iowa

Boyer, Ron
The Men's Reformatory
Anamosa, Iowa

Bramscreiber, Donald
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Brewer, Lou
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SPEAKERS

Adler, Morton
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Des Moines, Iowa

Boegler, A. A.
South Dakota State Penitentiary
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Brooks, Robert
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Chicago, Illinois

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Box 3164
Montgomery, Alabama

Zemans, Eugene
John Howard Association
Chicago, Illinois

ELEVENTH ANNUAL MIDWEST CORRECTIONAL CONFERENCE
Iowa State University
Memorial Union
Ames, Iowa
April 14, 15, 16, 1964

CONFERENCE THEME:
The Community and Corrections

Tuesday, April 14, 1964

8:30 REGISTRATION - West Lounge - Coffee and donuts

9:15 OPENING SESSION - South Ballroom

Presiding: Anthony P. Trivisono, Superintendent, Iowa Training School
for Boys, Eldora, Iowa

Invocation: Rev. W. P. Devine, Chaplain, Eldora Training School for
Boys, Eldora, Iowa

Welcome from University: W. Robert Parks, Vice President of Academic
Affairs, ISU, Ames, Iowa.

Welcome from Iowa Corrections: Jim O. Henry, Chairman, Board of Control
of State Institutions, Des Moines, Iowa.

9:45 KEYNOTE ADDRESS: "What Are We Saying? To Whom?"

Paul Kalin, Midwestern Director, National Council on Crime
and Delinquency, Chicago, Illinois

10:45 REACTING PANEL

1. Bernard J. Vogelgesang, Consultant, Iowa Citizens
Council on Crime and Delinquency, Des Moines, Iowa
2. Melvin B. Sherman, Executive Director, Wisconsin
Service Association, Milwaukee, Wisconsin
3. Mrs. Harold Goldman, 3417 Southern Hills Drive, Des
Moines, Iowa
4. Martin J. Wiman, Warden, R & CC, Montgomery, Alabama

11:45 CONFERENCE ANNOUNCEMENTS

11:50 ADJOURN FOR LUNCH - through Cafeteria Line

1:00 RECONVENE IN GENERAL SESSION - South Ballroom

SESSION THEME: Community Resources and Responsibilities Prior to
Confinement.

Presiding: A. A. Boegler, Educational Director, South Dakota State
Penitentiary, Sioux Falls, South Dakota

1:15 Kickoff Speaker: Joseph G. Colosimo, Supervising U. S. Probation Officer, Chicago, Illinois.

1:45 Reacting Panel, relating session theme to the areas of:

1. Legal or Attorneys: Morton S. Adler, Attorney, Des Moines, Iowa
2. Judge: R. Kent Martin, District Judge, Fifteenth Judicial District, Atlantic, Iowa
3. Press: Gil Crandberg, Editorial Staff, Des Moines Register and Tribune, Des Moines, Iowa

2.30 COFFEE BREAK in Conference Room

2:45 DISCUSSION GROUPS WITH APPOINTED LEADERS AND RECORDERS

Questions and comments prepared for the panel and speakers.

Speakers and panel members to act as roving consultants to discussion groups.

3:30 GENERAL DISCUSSION

Speakers and panel at front for questions, comments and discussion.

4:00 Dr. Karl Targownik, Clinical Director, Kansas State Reception and Diagnostic Center, Topeka, Kansas.

4:45 ANNOUNCEMENTS AND ADJOURNMENT

7:00 Tuesday Evening, April 14, 1964

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

Wednesday, April 15, 1964

8:30 GENERAL SESSION - South Ballroom

SESSION THEME: Community Resources and Responsibility during Confinement.

Presiding: Col. E. L. Slobe, Commandant, U. S. Disciplinary Barracks, Leavenworth, Kansas

Invocation: Rev. Walter Wigger, Chaplain, Men's Reformatory, Anamosa

8:45 Kickoff Speaker: R. E. Ranard, Associate Warden, Nebraska Penal and Correctional Complex, Lincoln, Nebraska

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DES MOINES, IOWA

9:20

REACTING PANEL RELATING THE SESSION THEME TO THE AREAS OF:

1. Clergy and/or family - Rev. Lester Peter, Protestant Chaplain, Iowa State Penitentiary, Fort Madison, Iowa
2. Citizens or Civic Group: Herman La Plouint, Casework Director, Family Service League, Waterloo, Iowa
3. Prisoners Aid: Eugene Zemans, Executive Director, John Howard Association, Chicago, Illinois
4. Social or Prisoner Welfare: John Kiehlbauch, Psychologist, Kansas State Industrial Reformatory, Hutchinson, Kansas.

10:20 COFFEE BREAK in Conference Room

10:35 HUBER LAW - Vernon A. Verhulst, Detention Supervisor, State Department of Public Welfare, Division of Corrections, Madison, Wisc.

11:05 GROUP DISCUSSION

11:40 GENERAL DISCUSSION

12:25 CONFERENCE ANNOUNCEMENTS

12:30 ADJOURN FOR LUNCH

1:30 GENERAL SESSION - South Ballroom

SESSION THEME: Community Resources and Responsibilities in Planning for Release

Presiding: Lowell D. Hewitt, Associate Warden of Treatment, Iowa State Penitentiary, Fort Madison, Iowa

1:45 Kickoff Speaker: R. W. Meier, Warden, Federal Correctional Institution, Sandstone, Minnesota

2:20 REACTION PANEL relating Session Theme to the Areas of:

1. Parole and/or Probation: Wendall M. Willard, State Parole Agent, Marshalltown, Iowa
2. Half-Way House: William Dawson, Foster Home Coordinator, Division of Corrections, Madison, Wisconsin
3. Government Agencies: Byron Aaron, U. S. Penitentiary, Leavenworth, Kansas
4. Pre-Release Programs (Institutional): Col. Melford M. Wheatley, Director of Classification, U. S. Disciplinary Barracks, Fort Leavenworth, Kansas

3:20 COFFEE BREAK in Conference Room
3:35 GROUP DISCUSSION
4:00 GENERAL DISCUSSION
4:45 AFTERNOON ADJOURNMENT

Wednesday Evening, April 15, 1964

6:15 BANQUET - Sun Room - Memorial Union
Toastmaster: Ralph E. Patterson, Jr., Director, Engineering Extension,
Iowa State University, Ames, Iowa.
Invocation: Rev. James E. Post, Chaplain, Kansas State Penitentiary,
Lansing, Kansas
Introduction
of Speaker: Carroll Price, Board of Control of State Institutions,
Des Moines, Iowa
Speaker: Myrl Alexander, Director, Center for the Study of Crime,
Delinquency and Corrections, Southern Illinois University,
Carbondale, Illinois

Thursday, April 16, 1964

8:30 GENERAL SESSION - South Ballroom
SESSION THEME: Community Resources and Responsibility in Post Release
Presiding: Mr. Charles H. Haugh, Associate Warden, U. S. Penitentiary,
Leavenworth, Kansas
Invocation: Rev. Daniel Orth, Chaplain, Kansas State Industrial
Reformatory, Hutchinson, Kansas
8:45 EMPLOYER: Ronald Schueler, Personnel Director, Iowa Manufacturing
Company, Cedar Rapids, Iowa
9:30 GENERAL DISCUSSION
10:00 COFFEE BREAK in Conference Room
10:15 PAROLE: Alan Christensen, Supervisor of Juvenile Parole Services
State Office Building, Des Moines, Iowa
11:00 GENERAL DISCUSSION
11:30 AWARDING OF CERTIFICATES AND ADJOURNMENT
DISCUSSION LEADERS:

Lt. Col. Arnold W. Dahlgren
United States Disciplinary Barracks
Ft. Leavenworth, Kansas

Major Vernon Johnson
United States Disciplinary Barracks
Ft. Leavenworth, Kansas

Major Sidney A. Couch
United States Disciplinary Barracks
Ft. Leavenworth, Kansas

Paul Prast, Supervisor of Educational Services
Division of Corrections
Madison, Wisconsin

Durlin Pawlisch
Director of Education
Wisconsin School for Girls
Madison, Wisconsin

Otto Zahn
School Principal
State Industrial Reformatory
Hutchinson, Kansas

WHAT ARE WE SAYING? TO WHOM?

by
Paul Kalin
Midwestern Director
National Council on Crime
and Delinquency
Chicago, Illinois

The purpose of a keynote address such as this is to present some major issues of interest to an assembled group. The purpose of a correctional conference such as this is to address ourselves to these issues in forthright and thoughtful discussion. Such discussion and the free exchange of diverse points of view can result in a consensus of thinking and conviction which may then serve as the dynamic well-spring of action. Action which has been determined and prompted by such group interaction is no longer limited by our own personal bias nor circumscribed by our individual horizon. Obviously, decisions which require that each participating member of the group shares equally in the final decision and gives it his approval are difficult to reach. Research data indicates, however, that such decisions are of superior quality and that they carry a stronger commitment on the part of each person for implementation.

Each of us has no doubt had numerous experiences of conference attendance to which we brought our share of professional experience and conviction, and during which we were exposed to the thinking of co-workers and from which we returned with essentially the same convictions. If we were to examine our reactions we would find that to a considerable degree our original convictions were reinforced by those papers and discussions which were in accord with our thinking. We would find also, perhaps, that with rather alarming uniformity we had dismissed new ideas which are contrary to our existing practice, as being "too academic" or not practical for application in our own agency or jurisdiction. The ominous implication of such reaction is not so much the fact that we recognize that at times some conference material is of inferior quality. Reflection, however, that such a reaction might be common to a substantial number of fellow conference participants must be seriously considered and dealt with.

Why is this really so important if we are secure in the knowledge that our own individual competence is of a high quality and that the dedicated efforts of our staff are already taxed to the utmost? We must be concerned because there is a growing awareness among both us professionals and the responsible citizen leadership that the problems of delinquency and crime are not being prevented, controlled and treated - and that the problems are indeed increasing. We are recognizing, too, that for want of an organized and coordinated plan we are putting to use only a small fraction of what we know about crime and delinquency prevention and control. Our greatest need today in corrections is perhaps not additional funds, or new facilities, or even more and better qualified staff - as critically essential as these elements and others may appear to be - but rather a common coordinated front.

Unless we can present an organized and coordinated plan to deal with the problems of delinquency and crime, we will continue to have limited effectiveness. No matter how soundly conceived and effectively administered our own portion of correctional work may be, we must continue to rely upon the help of related agencies in this correctional continuum. None of us carries the full responsibility for the offender from his first contact with law enforcement to the final restoration of a rehabilitated

person in the free community. But in addition to this, undue emphasis on each segment of the correctional responsibility to the exclusion of the other essential components bewilders our public with a series of panaceas.

Roul Tunley, in his book, Kids Crime and Chaos - which is now readily available to the man on the street at news-stands in a paperback edition - quotes Dr. Lloyd McCorkle, stating flatly that, "The public is confused because the experts are confused." As a lay person himself - though an informed and responsible lay person - Mr. Tunley is critical in his observation that, "The experts may have been working in the field for years, but they were so enmeshed in their own circles of activity that it was impossible for them to see the issue as a whole."

A few years ago a noted sociologist, Saul Alinsky, testifying before a special congressional sub-committee on juvenile delinquency, suggested more acidly that:

"Everyone in this field is armed with a foolproof formula which is veritably a heads-I-win, tails-you-lose proposition. Statistics are used here, as has once been said, as a drunk uses a lamp post, not for light but for support. They work in a community and if the delinquency rate goes down, they did it. If the rate remains unchanged, they held the line. And if the rate goes up, think how much higher it would have gone if they hadn't been there. And at the end of the year the national rate keeps mounting."

Similar criticism, direct and indirect, appears regularly in our newspapers, magazines, and radio and television programs -- and is usually implied by the promoter of a "new solution" who needs funds and/or public support for his particular dream.

Let us take a look at some facts and figures to learn if there is some reason for concern among ourselves and by the responsible, informed lay person. In 1950 our total expenditure by states for police services was approximately 85 million dollars. In 1950 the states reported an expenditure for correctional services of about 198 million dollars. The ratio of staff to prisoners in the same year at our state institutions was one staff person for each 6.4 prisoners. In 1960 our expenditure for police services had increased by almost 150 per cent to about 251 million dollars. Our expenditure for correctional services increased 110 percent to about 433 million dollars. Finally, we improved our staff ratios and were providing one staff person for each 5.1 prisoners.

All these improvements were no doubt needed. There is no doubt also that each of us could prepare ample justification for further improvements within our program. And there is no doubt that thereby we render ourselves open to the frustrated complaint of an increasing number of our citizenry that all we ever do is to demand more money for more facilities and larger staffs in order "to do a better job" and carry on some research. Is this complaint by the citizen taxpayer entirely without basis? Is there some justification for his anxiety that perhaps we correctional experts are not on the right tract? Let us take a look at some other facts and figures.

During the decade beginning in 1950 commitments by courts to our adult penal institutions increased by more than 33 per cent, and the commitment rate per 100,000 civilian population increased from 36.8 to 42.3. What is even more staggering is that during this decade there was almost a 65 percent (64.7%) increase in the number of parole and conditional release violators returned to prison (from 7,321 in 1950 to 12,056 in 1959). Our adult correctional institutional population also increased by almost 25 percent (24.2%), with an increase in the rate per 100,000 from 99.2 to 106.1. All of us are no doubt also aware that the F. B. I. in its Uniform Crime Reports has stated that between 1950 and 1960 our crime rates have increased by 66 percent.

Some philosophers are criticized as "unphilosophers" because they have all the answers, but never have any questions. Lest we be labeled as "uncorrectional workers", we must ask some questions of ourselves and seek some new answers.

Each of you knows that a presentation of facts and figures such as these does not give the whole story and not necessarily a completely accurate one. Someone once observed that such presentations are little more than ". . . gossip loosely stitched together with statistics". On the other hand, we cannot explain away such facts and figures to an increasing number of our lay citizens when they raise questions as a result of personal observation and experience. Let me share some of my own observations from various parts of our country.

Sometimes a lay person has asked if it is really true that some of our correctional institutions actually breed crime. I believe this is true. In one of our midwestern communities last year, a young man with no previous arrest record was arrested as one of a group who burglarized a store. He was unemployed himself, and his family was unable to provide funds for release on bail. There seemed to be nothing in his record to suggest that he would not have returned voluntarily to stand trial had he been released on his own recognizance. For some undetermined reason he remained in jail for more than six months awaiting trial -- waiting in bleak idleness in an outmoded, poorly supervised county jail. When an opportunity presented itself, due to the seeming carelessness of a deputy, he escaped with two friends. They stole a car, were soon caught and returned. This time he and his friends were brought to trial quickly. The superficial record now showed he was a three time loser and he was sentenced to the state reformatory. It is impossible to guess with certainty that he might have made an excellent candidate for probation - or even for a suspended sentence - had he been released after his first arrest and given some assistance in securing work. We must, as correctional workers, assume some share of responsibility with this young man for shaping a potential "criminal career".

In the last two years I have visited three county jails which could not pass a safety inspection or a health inspection, which were crowded more than twice their rated capacity, and which had no provision for segregation of the hardened offenders from the young and inexperienced. By remarkable coincidence, the news media in both these widely separated communities editorialized in a common vein; that the county jail was not fit for habitation, by the animals in the community zoo, let alone human beings. The harassed sheriffs in these disgraceful compounds, faced with a shortage of staff, grossly inadequate funds, and no program, told me they were losing sleep regularly because they "knew" that assaults, sexual perversions, and criminal indoctrination of the neophytes were common daily occurrences -- and beyond their capacity to control. Granted these are extreme cases -- but we must recognize that to a greater degree than we are comfortable in admitting some of our correctional institutions are the stereotyped "schools of crime".

But some communities are undertaking to remedy such situations. In one midwestern city and county, the public supported a bond issue to build a new city lock-up for several million dollars. When I visited there in the early afternoon, after the hearings in the municipal court had been completed, there were about six offenders left -- with more than 200 empty beds. A few city blocks away, one of the county jails described above was almost literally bursting with more than double its capacity of inmates. The community has now passed another bond issue and will build another multi-million dollar facility as its county jail. The explanation volunteered was that the city and county administrations cannot agree on sharing facilities. The tax-paying public in the community is not as aware as they might be that through the

use of selected release of offenders on personal recognizance, through an expansion of probation services, through some reform of existing court practices particularly to insure speedier trials, and through a minimum security county treatment facility, the community might have had a far more effective rehabilitation program - at about half the cost.

County jails are not alone in facing serious problems. Let us look at some problems in probation. Not too long ago I received an annual report from a municipal court probation department in a large city. The report was well written, tastefully designed and imaginatively illustrated. It described the work of the department during the past year, emphasizing that a good job had been done and implying throughout that considerable success had been achieved in dealing with over 20,000 misdemeanor offenders and about 10,000 traffic offenders. Very tastefully and rather inconspicuously the report also carried the names of the staff members -- all six of them. With some simple mathematics it was easy to figure that had the staff worked each day - 365 days of the year - each staff member would have had to see almost 14 offenders each day. This calculation made no allowance for seeing some offenders two or more times, nor for interviewing families or employers, nor for providing any of the services which a troubled and troublesome municipal court client requires.

I asked some of the staff why the report was not written to point out to the community that the department was not even scratching the surface of misdemeanants' problems. Why were not some simple tabulations made to determine how many persons were returning time and time again, in large measure because they were receiving no help whatsoever? Was the attitude of some of these offenders being affected negatively by this pretense of assistance when so many of the offenders may already have felt that nobody really cares? The answer given was that annual reports should not tell how poorly we do because we might then lose our jobs. But as we continue in varying degrees not to face our shortcomings and limitations, are we not losing the potential gains which sound correctional practice would assure?

Probation services are, as all of you are aware, the least adequately developed in municipal courts: this in spite of the fact that it is estimated that almost ten times as many offenders are dealt with here as there are in our felony courts. What an opportunity we are missing to curb the growing incidence of more serious offenses by failing to provide immediate help when the first symptoms of personal and social disturbance appear.

We would assume, if we didn't know better, that court services would be of the highest quality in our felony courts. It is here that a person's freedom and his future pattern of life is at stake. Not only do many of our courts lack the resource of a presentence investigation on the basis of which the court may make a judicious disposition, but in some jurisdictions the caseloads of the probation officers are as unmanageably high as they are in municipal courts. What is even more tragic is the tremendous variation in the use of probation as a disposition. There can be no rational explanation or justification why the use of probation should vary statewide, between states where it is granted in 65 percent or more of the felony dispositions and states where it is used in only 15 percent of the cases. This, incidentally, might be used as an argument against the deterrant effect of heavy sentences or the so-called "tough approach". But returning to our concern about the variation in use of probation, we must improve our communications so that each community knows that probation is effective and presents no danger to the public. For almost a decade now the courts in Charleston, West Virginia, have granted probation to more than 60 percent of the adult felons, but the city of Chicago grants probation to less than half that proportion. A cynic from another planet might assume that this is so because one city can afford to handle

its offenders in the more expensive manner of commitment. But then we wonder why prison continues to be used when it is generally accepted that prison treatment is less effective than community treatment.

If critics who were exclusively academically oriented raised questions about the effectiveness of prisons, we might find comfort in the assumption that they are speaking from an ivory tower. But such non-ivory tower realists as Sanford Bates and James Bennett recognize and admit that prisons have only limited effectiveness in rehabilitating offenders. Many of you also have had the experience I have had in talking to wardens and learning that in their considered judgment as many as one-half of the inmates in their institutions could have been more effectively helped in the community, and that they could be released immediately with no danger to the public. An extreme example exists in at least one of our states, where it is alleged that wives are ordered to sign complaints of felonious non-support against their unemployed husbands. It is only when the husband is then sentenced to prison that the wife and their children become eligible for public assistance. Quite frequently when I mention this story to lay persons they ask immediately why our rules and regulations cannot be changed to provide assistance without a prison commitment of the husband and the added cost to the public of hundreds of dollars of per capita prison costs. Unfortunately there is no sensible answer.

In reading many presentence investigations I have found that all too often we are dealing with an unemployed person who may have not developed the work skills to enable him to earn a living for himself and his family. Too often there is also the recommendation that he be committed to prison "where he can learn a trade". At times I have talked to prison wardens who have received such men and could assign them only to making brooms, to repairing 1940 vintage typewriters, and to manufacturing soap and similar tasks. These are hardly marketable skills in our automated twentieth century. In one midwestern institutions automotive repair school there is only one engine available -- a Model A Ford. Many of our institutions have canneries and some may have quick freeze plants, but I have not visited one as yet where inmates are taught quick freezing and packaging of foods. Our country - with some very few notable exceptions - is far behind our European counterparts in arranging with the skilled trades unions for apprenticeship training. This is related in part at least to our failure to involve the responsible industrialist and the trades union leader in developing our institutional programs.

Finally, what we have said about probation applies equally to parole. Our parole officers too often carry caseloads which are far too large for any real personal contact. One parole officer a few years ago had a caseload of more than 600 persons. He saw his task as consisting of mailing post cards to each of them once a month with instructions to return a card stating if he has been in further trouble. The rest of the month was spent in tabulating the replies and arranging to visit those who had failed to reply over a specified period of time. Wisconsin releases inmates on parole after an average of about 16 months in prison, while other states retain their prisoners three times as long. Many states continue supervising parolees for three, four and even many more years, even though we know from many studies that virtually all violations will occur within the first two years. Some states release almost all of their prisoners to a period of parole supervision, while others retain the majority for the expiration of their terms. And we know that those released on parole have a far lower rate of recidivism. I need not tell you that some parole boards determine eligibility almost exclusively on a review of the nature of the offense and the prisoner's previous record, with virtually no consideration of the nature of his prison adjustment and personal rehabilitation.

Much of what I have said thus far appears to be derogatory. I do not intend it to be. Little of what I have said is unfamiliar to you except perhaps the specific examples I used to illustrate a situation -- and all of you could draw other and more telling examples to illustrate the same point. I wish to suggest only that it is toward the resolution of these problems that we must address ourselves at such conferences. In addition to learning some new techniques or becoming stimulated to try some new programs in our own specific area, we must begin to talk together about dealing with our common problem, which is greater than any one segment. We must accept for practical implementation the fact that we cannot solve even our portion of the assignment in a vacuum, apart from the portions of our co-workers.

As long as we continue to compete among our tax-paying and contributing public for a greater share of resources at the expense of related and equally important services promoted by our fellow workers, we shall continue to have limited effectiveness. Each of us - regardless of our specialty - must be concerned about the prompt arrest of the offender through adequate, well trained police services -- in sound court and sentencing practices . . . in effective community and institutional treatment . . . and in the eventual restoration of the rehabilitated offender to the free community. We must be ever mindful of our common goal - the prevention, control, and treatment of crime and delinquency. A small segment of our community may support the segment of correctional services each of us happens to administer. The community as a whole, however, wants to know if delinquency and crime are being controlled, and if offenders are in fact rehabilitated. The public will support measures to achieve this purpose; the public will not and cannot continue to support us as the need require if we cannot provide the realistic assurances to which they are entitled. I have tried to suggest thus far that in fact we are not providing the assurance to the public in terms of our achievements which they demand of us. Unless we can do so, we must be prepared for the judgment that we have failed because we do not know at least many of the answers, and not for the realization that we have very limited success precisely because we haven't been able to apply what we know.

May I take some of the remaining time to suggest at least the broad outline of the program which should concern us. I do not mean to imply that I have either the competence or the time to formulate in detail all the various elements which are integral elements of this coordinated program. I do wish to suggest that this group and similar groups meeting on other occasions have the wealth of experience and the wisdom to compare notes in a give-and-take session in order to arrive at a common goal which we would promote in unison.

First it seems to me we must actively share our responsibilities with our responsible citizen leadership. It is significant that in criminal proceedings action is taken against the offender in the name of the people - all the people of the state - and not in the name of the injured party, nor in the name of the prosecutor or the court. In our individual assignments we not only serve the public, but we represent the public. We cannot represent them actively unless we share with them our concern about the adequacy of the resources we have to deal with the problem, unless we draw upon their experience and knowledge in shaping our correctional policies, and unless we keep them informed of the results we are achieving. Surely we must recognize that while corrections itself is a multi-million dollar business, in each state's economy there are other multi-million dollar enterprises. These other enterprises have been created and maintained and they have prospered and succeeded in a highly competitive system because some of our best talent has been applied to their management. Corrections, whatever handicaps it may labor under, is not in a competitive field in this same respect. Unfortunately we can tolerate a degree of inefficiency because

nobody is trying to step in to take away our business. It seems only the best of common sense to avail ourselves in corrections of the dedicated contribution in know-how of fellow citizens who are successful in their own right. We must be prepared for and welcome the perspective which the non-correctional expert brings to our area of competence. He is by definition more able to see the total problem than any of us who are too close to immediate daily concerns of our particular segment.

The Citizen Action Program of the National Council on Crime and Delinquency provides one means for such citizen involvement. More than 400 outstanding leaders throughout the nation in seventeen states have organized to inform themselves about correctional programs and problems. Having become familiar with the strengths and weaknesses of services in their own states, they have developed action programs to apply existing knowledge toward sound immediate and long range objectives. They have been able to make progress because they have worked closely with the judicial and correctional leadership in their states. They have speeded the application of sound planning because they have involved the bar, the legislators and related social agencies. I must stress that the program of the citizen group is developed only after they have met and discussed with the correctional leadership goals and priorities

What have they accomplished? The achievements have been sound in each of the states though they have varied in nature. Michigan deserves some mention as an example. Michigan, following the prison riot during which considerable damage was done, planned tentatively to relieve its serious prison overcrowding through the construction of additional facilities at a cost of about 40 million dollars during the next decade. The Citizens Council urged the exploration of other alternatives to achieve the same purpose. In concert with the Department of Corrections, the Saginaw Probation Demonstration Project was inaugurated, release on parole was accelerated, and measures were undertaken to bring about a reform in the state's sentencing practices. Michigan today is the only state I know that has two empty cell blocks at its prisons. During the Saginaw project, for example, it was shown that with court services meeting accepted national standards it was possible to increase the use of probation substantially above the already high state average with no increased risk to the community. Prison commitments from Saginaw County during this three year period were reduced to below 20 percent of all felony convictions. During this three year period the increased use of community dispositions resulted in a savings of more than \$400,000. Applied statewide, through an implementation of the Saginaw project findings, the savings were estimated to be about 90 million dollars -- in the elimination of prison construction costs, the reduction of per capita prison costs, the savings in welfare payments to families of breadwinners who might otherwise be serving time in prison, and in avoidance of parole costs. But the savings themselves, great as they were, do not tell the entire story -- the success rate for persons treated in the community was almost twice as good as it had been previous to the project.

At least one of the elements for our consideration is apparent. We must extend the use of community resources on behalf of the convicted offender. This deserves the support not only of probation and parole officials, but of law enforcement and institutional personnel as well. Law enforcement is concerned with the maintenance of law and order in the community -- if this can be attained by providing help to offenders in the community, it deserves more than suspicion. If prison populations are reduced through the elimination of those who can be rehabilitated without commitment, then the strained resources of prison programs can be applied to those who need confinement. Thereby we might achieve the higher degree of successful rehabilitation which our assignment requires.

But even prior to the application of probation resources we need the development of court attached intake and diagnostic centers. More than a half century of experience in the juvenile court has demonstrated that skillful screening of all referrals to an intake and diagnostic service can result in the disposition of as many as half of the potential court clients. We need an extension of these practices to our adult courts, we need an imaginative and flexible practice of release without bail of selected offenders, an increase in suspended sentences and the use of fines as a final disposition. We need the use of foster homes for delinquents - such as Wisconsin has developed - and the development of halfway houses for use prior to commitment. This is little more than the application of the principle of economy of means - applying only those remedial measures and to the limited minimum extent that the problems demand for successful resolution.

One further observation regarding this should be made. It is obvious that each community cannot provide the necessary psychiatric, psychological, medical and social work services required. With the tremendous improvements in our transportation and communication means, we must give serious consideration to the development of these services on a regional basis both for juveniles and for adults. We have made progress, slow though it has been, in regional detention facilities for children. We must also look to regional detention facilities with diagnostic services for the adult offender, rather than undertake the high cost of providing separate county jails in each jurisdiction -- county jails which serve little purpose beyond cold storage, in many instances.

I have mentioned already the need for improvement of probation and parole services. This should not be attempted in a vacuum, and demands that we look beyond our personal horizons. The Governors' Conference Committee on Juvenile Delinquency a little more than a year ago published its report on Juvenile Delinquency: A Report on State Action and Responsibilities. Its statesman-like vision deserves more than filing on library shelves. The very first recommendation, high-lighted by its importance, reads as follows:

"Each state should establish within its executive branch the machinery necessary to coordinate the planning, leadership and services of the several agencies of the state government which contribute to the prevention, control and treatment of juvenile delinquency . . . It is recommended that (there be) included within the coordinating structure . . . all state agencies concerned with services for children and youth, such as the fields of corrections, family and child welfare, public health, mental health, education, recreation, public housing and urban renewal, employment, conservation, law enforcement, and the courts . . . The state coordinating machinery should help mobilize widespread public support for action in this field. It should invite the assistance of all informational media -- press, radio and television -- as well as citizen action groups and other organizations."

I cannot present the challenge in better terms. I can only add that in our planning the same vision should characterize our efforts on behalf of the adult offender also. We live in an increasingly complex social system and we cannot solve our specific problems without the cooperation of persons and agencies in related fields. If all this seems to sound like a call to basic social reform in the tradition of our social action minded forebears, I am certain this is the intent.

Finally, let us look briefly at some institutional programs of the future. Wisconsin has for many years demonstrated the soundness of programs to release

offenders confined in the county jail during the day to work in the community under the Huber Law. In more recent years penitentiaries in Maryland and in North Carolina and South Carolina have developed similar work-release programs for selected offenders. During the day these prisoners work on private jobs for regular wages and return at night to the prison. They pay their room and board to the state, and more important, begin to assume the responsibilities of community living to which they will eventually return. There is no reason to believe that such imaginative programming cannot be extended to the majority of offenders, since we have estimates that only ten percent or so of our prisoners are the truly dangerous offenders. We should be aware that a number of states in the midwest are examining the recently published Model Sentencing Act of NCGD's Advisory Council of Judges. Indiana, Ohio, Michigan and Iowa will hopefully adopt the provisions of this act which alone makes provision for sentencing of the dangerous offender for up to 30 years on the basis of diagnostic and legal criteria for dangerousness, rather than on the basis of an offense.

Most of us are familiar with the success of the Highfields project in New Jersey based on short term treatment of small groups of adolescents, emphasizing intensive group therapy or guided group interaction. More recently we have had the Provo experiment in Utah and the Short Term Adolescent Residential Training Program in New York dealing within the community with youngsters who would otherwise have been committed to institutional care. California, in fact, now has a project of treating committable offenders in the community, by skilled workers with caseloads of eight. Heman Stark, the director of the Youth Authority, states this approach is not only more effective than institutional care in terms of results, but is less expensive in spite of the limited caseload. Such programs can and should be considered for selected adult offenders and only then will our institutional populations become manageable.

In conclusion, what I have attempted to suggest for your consideration during these next few days is that we have made progress in corrections but that we are far from being as effective as we might be if we were to apply all we already know. One reason we are not applying existing knowledge to our task is that we are too concerned about our immediate and limited responsibilities rather than about relating our efforts to those of our co-workers in a coordinated manner toward our common goal. To make the advances we must, in order to achieve our purpose, involve our citizen leadership to a greater and more meaningful extent than we have generally in the past. We must look beyond our limited contributions and actively support progress along the full correctional continuum. And finally, we must raise our sights to develop new programs and approaches beyond that of more money and staff in our present undertakings.

I want to close with a few sentences from an interesting essay on The Nature of Social Nostalgia by John Kenneth Galbraith. Mr. Galbraith observes that:

"Numerous mechanical contrivances - the square-rigged ship, the steam locomotive, the village pump, the spinning wheel - have the capacity to inspire nostalgia. Except in rare instances, and then usually as an expensive manifestation of personal idiosyncrasy, this nostalgia for earlier and usually simpler techniques does not lead to any serious effort to revive them. Much though we may prefer the extrovert and gushing personality of the steam locomotive to the silent, inward-turning and incomprehensible Diesel, we do not urge a return to steam. In social matters, by contrast, nostalgia for earlier arrangements leads regularly to the conclusion that they are better and that they should, if possible,

be reinstated . . . In matters of social policy we are strongly partial to what we believe we understand. The institutions that are subject to social nostalgia belong to an earlier age. For that reason they are - or at least they seem to be - more uncomplicated, more understandable than what has taken their place. The wagon maker is within ready reach of the mind; not so General Motors. The village is comprehensible, but not New York . . . Older institutions are not only comprehensible, but in the process of being made so they will have been idealized. Unpleasant or inconvenient features will have been dropped from sight . . . Lastly, social nostalgia owes much to the nature of social change. This, in the ordinary course of events, occurs under conditions of special difficulty. Institutions do not buckle in quiet and peaceful times; they fail under strain. It is always hoped that a return to normal times will bring back the earlier arrangements; sometimes it does. But sometimes the old institutions were fatally weak and difficult times only exposed the weakness."

In corrections, I trust we all agree, we cannot and will not determine our programs on the basis of such nostalgic promptings.

Reaction to Keynote Address
"WHAT ARE WE SAYING? TO WHOM?"
by
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I was reading Mr. Kallin's keynote speech and trying to decide how to approach my discussion of his challenging call to us here today when my secretary said that a young man was in our reception room waiting to see me. He had been referred to our Association by a minister to whom he had gone for advise. This desperate youth was a runaway from a state workhouse. As we began to talk, his eyes darted suspiciously around my office. We quickly cleared up the fact that since he was wanted for a misdemeanor, there could be no legal extradition from Wisconsin and he was safe -- at least safe enough to begin to tell me a most sad and futile living example of what Mr. Kallin has spoken of as the tragic fact that we are not preventing, controlling, and treating the problems of crime and delinquency adequately.

What made this young man's relating of his background seem even more significant to me was the fact that his father had lived most of the past 30 years in and out of prisons and jails; that this youngster's first remembrance of his father was at the age of 3 visiting him in a state prison.

There, sitting in front of me was a sample of our failures; a youth who had been in juvenile court, on probation, sentenced first to jail, then workhouse, then prison -- paroled -- all in a short 20 years he had run the gamut of our correctional continuum to no avail. Now, he was still running -- running from someone from whom he could never escape -- himself.

It seems to me that what we must begin to face is not only a realistic utilization and understanding of the concept of corrections as a process which rightly belongs in one administrative department with substantial increases in funds for staff and facilities, but also the realization that to implement these goals we need not only responsible citizen leadership in "shaping our correctional policies" but also the active involvement of our community in the correctional process.

By this active involvement, I mean getting concerned citizens relating to people -- not only to programs and planning, vital as these are to us. Some specific kinds of projects are -- In Connecticut, the Conn. Prison Association has developed a Volunteer Sponsor Program with 53 citizens sponsoring offenders who are serving sentences at the State Farm and Prison for Women and the State Prison for Men.

In the District of Columbia, the Bureau of Rehabilitation, another prisoners aid agency has long implemented a program of sponsors at the National Training School for Boys.

In my own state of Wisconsin a most exciting program which I shall tell you about in some detail is about one year old. On January 23rd the Walworth Pre-Release Center held its 1st Annual banquet for the over 100 volunteers in its pre-release school program.

What is and why a pre-release center and school? Let me quote from the Center's 1964 Report.

"Even in the well run institutions of Wisconsin, social stagnation can take place. The very nature of the closed social group may create problems and the very adaptability of human nature to fit its environment may amplify the problem. In other words, those people who may become complacent in their institutionalization need to have this complacency removed; those people who become too confident in their much restricted social roles need to have their roles broadened; and these people who have become indifferent to society need to be motivated to a more active participation.

Many people out of prisons create in themselves an emotional prison that is far more difficult to leave behind, far more impenetrable than the walls and bars of prison. These people often acquire a sense of worthlessness and uselessness.

Here is where the Walworth Pre-Release Center makes its contribution to the overall correctional scheme. Its program is designed to help these troubled people who must face society uncertain of that society's position and uncertain of their own places in that society." "Uncertain of that society's position" to them -- how to do something about this dilemma in a correctional institution?

Well, what they've done at Walworth is have the Elkhorn Kiwanian Club hold a meeting at the Center and eat lunch; have samples of the men's hobby and work projects exhibited at the Walworth County Fair; have a 4 week school in which the County Clerk talks to the men about ethics and democracy, the Sheriff talks to them about the purposes of law and how law enforcement officers, if given the chance can assist them in their return to their homes and community, a State Trooper explains motor vehicle laws; a nurse gives them a woman's viewpoint on good grooming habits, manners, and common courtesies, the D.A. an individual's legal rights under the law, guidance teachers from the local high school discuss choosing and attaining realistic goals, an employer gives tips on keeping your job, an owner of a reputable collection agency points out pitfalls in the use of credit, the County Judge explains the Judicial system, a bank president discussed money management, the County Recreational Agent points out creative use of leisure time, an insurance agent covers insurance problems and needs, a clothing store owner gives wardrobe tips, an employer tells how to apply for a job, a Sales Manager points out the factors involved in buying a new or used car, and many other involved citizens let the inmate become aware that society will not only accept him back, but will also actively help him get back.

For too long now, we professionals have pushed the lay person out and away from prisons and correctional institutions except for guided tours, away from really getting involved with inmates as people -- so much like you and I. It's time now for us to welcome them back, to invite them to once again become a partner with us in the correctional process.

Reaction to speech by Paul Kalin
WHAT ARE WE SAYING? TO WHOM?

by
Mrs. Harold Goldman

"What are we Saying? To Whom?" The title of Mr. Kalin's keynote address is indeed a thought-provoking title to me.

Until just a few months ago, the problems of the rising crime rate, the numbers of unsolved crimes, the crowding of institutions, and the high percentage of residivism appeared to me so complex that even the concerned citizen hardly knew where and how to turn to lend his support toward an effective change. My work in the community in the field of child welfare, family service, and human rights, taught me a great deal about the socio-economic and cultural dynamics that breed crime. More and more I began to see the inter-relatedness of all our services to people, and the gaps that still exist between services.

Someone said not too long ago of a community (that shall be nameless) that it had many good individual services, but that clients are always falling through the gaps between these services. Citizens, too, I suspect, fall through the gaps where there are no bridges for understanding how services relate one to the other. Correctional services, I would venture to say, are suffering from the strain that is being put upon them by the gaps that exist between prevention, control, and treatment of crime and delinquency.

Services, especially in the public area, where no citizen liaison is maintained on an on-going basis, have a difficult time communicating their concern to the public at any given time.

Sometimes I have even had the feeling that those involved in some of our public programs are not quite sure that citizens can be trusted with the facts.

When I became a member of the Iowa Citizens Council on Crime and Delinquency, I brought with me a concern for solving problems in the correctional field, and I learned in a short time that the concern I had could be translated into action. I began to see the real meaning of uniform sentencing laws, probation and parole services. For the first time, facts, facilities and services began to relate themselves in a unified way toward a direction for citizen action. Change can be brought about through a dedicated partnership and shared responsibility between professionals and citizens, if we have the courage to speak out in behalf of what we believe is right and just.

The theme of this Conference, "THE COMMUNITY AND CORRECTIONS", implies that in the next few days a broad view of the facilities in the field of corrections will be discussed. With the rising crime rate, the pressures are mounting for the professionals working in corrections and the other related social welfare fields, and for all citizens who are concerned with these problems in our society.

As a citizen, I am concerned with solving problems, not merely subsidizing them. As a citizen, I know from experience that many well meaning programs and institutions in our society outlive their usefulness if they cannot adapt to modern concepts to meet current needs.

I know, too, that many programs designed by intention to alleviate human problems and rehabilitate human beings can, through poor facility and management, become destructive, so that the help that is given damages the recipient in the process.

Recently, the University Explorer Program, from the University of California at Berkley, devoted its weekly radio series to the subject, "The Crime of Punishment". That is a provocative title.

This program asked the following questions: How much of increased crime has to do with our handling of the criminal offender? Are the facilities that we have provided in the best interest of protecting the public?

The public is going to demand answers to questions like that. Those who work in the field of corrections are going to have to communicate effectively the concerns and evaluations of our present programs and what is needed to broaden our facilities.

As a citizen, I am concerned with every aspect of community life. I am aware that we must combat the seeds of crime on every level. I am concerned with both the tax dollar and the voluntary dollar that is available for our services. We know there is never enough money to perform ideally in any given area. But we must press forward to do a better job. We are all going to have to find more creative approaches toward the solution of problems - not merely more expensive ones. I say this, realizing that sometimes an over emphasis on the economy of dollars may indicate an economy of feelings.

Here in Iowa, I believe we are approaching the crossroad of progress in many areas, which can include more meaningful services in the welfare and correctional field.

We need citizen action in the programs of corrections, and I believe that the citizens of Iowa can be counted upon to act, if a course can be charted that is mindful of the common goal Mr. Kalin stressed - "the prevention, control, and treatment of crime and delinquency".

Crime, and the treatment of it, is a major problem in our time. The subject deserves a full and open discussion. Delay in finding solutions is very costly in dollars and human resources. Delay can only over-tax our present facilities, and aggravate an already precarious situation in our correctional institutions.

What we do not solve today, may baffle our children tomorrow.

USE OF RESOURCES AND OUR RESPONSIBILITY PRIOR TO CONFINEMENT

by
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I consider it an honor indeed, to be asked to appear before this group this afternoon and discuss with you the matter of "The Use of Community Resources and Our Responsibility Prior to Confinement." We want to give this serious consideration this afternoon, since as correctional workers, we are always talking and discussing how we can be helpful to the offender. However, we seem never to get off the ground due to our tremendous fears of Public Criticism! Our past social sanctions and social traditions slow us down, and this fear keeps our progress slow moving. Fear of community reactions have held us back for more than a hundred years!

We have tried to overcome this fear by attempting to improve the caliber and character of our correctional work, as well as attempting to set educational standards, in-service training programs, and workers' conferences such as we are holding today. These, too often, have short-circuited our aim by focusing upon improving ourselves, forgetting thereby, our responsibility to help the offender meet his problems so that he will sin no more in the same way. It is quite true that we have made a dent into the interpretation of human behavior, but we have not progressed sufficiently in applying our educational standards of personal improvement. We still believe that each correctional worker, will, in his own way, identify with the community expectations so that acceptance by it will be his principal consideration in dealing with the offender.

Communities have tried to build better environments through physical changes and ecological redistributions, facilities and better institutions. However, we still have done very little to let the public in on the inner-emotional development of the individual who offends society. We still keep the secret to ourselves, with the exception for stories we tell here and there, about our individual successes with those who offend (if we know it), because we are afraid of what we might do to offend the community. One of our greatest needs in law enforcement and proper administration of justice is positive and effective leadership; not defensive leadership with our communities.

Our leadership tends to fall down by our own reactions. We resent being told that we are handling our investigations, institutional and supervision cases, in the wrong manner because of the defensive fears which are still keeping us in a bind. We are afraid of the pointing finger and of being told by the public in general, that it is disappointed with the way we do our job. Yet, we see around us fancy structures being constructed, tremendous super highways, better communities being put together for the benefit of man's own physical betterment, plus many other things being done to help us live easier and in more comfort. But, what is not stressed, is that a lot of emotional sweat went into these constructions. If we ignore these, we are looking at only one-half of that picture. Therefore, we, as Probation Officers, Parole Officers, and Correctional Workers, are responsible for committing those who should have not been in prison in the first place, when

we could have easily worked out the problems in the community, because of our failure to prepare the community to understand what we have been attempting to do.

Again, community sanctions keep us from what we should be doing for our client and what is best for him. If we are to help the whole man, we must advertise him to the community and to the public so that it will know what we are doing and what is best for the offender. For centuries we have known and displayed sympathy through writings, poetry, and history for the inner feelings of man and yet we still keep the public in the pitch dark as to his basic inner needs. It is true that in our work we represent public agencies; we have no selection power and cannot choose our clients. We get the most hopeless cases. To work with them, can be very trying. Still, we are asked to get these offenders back on their feet. We are in an era of many social and economic changes in which more and more, the impact of community participation and influence is having its telling effect on those who cannot keep the pace and face the problems. The rapid population growth, the movement to suburbia, the tensions and stresses produced by our twentieth century economic crises, global conflicts, and the ruthless campaigns against people themselves, has caused individuals and families in our society to endure difficult emotional and personal-social problems which require for their solution the use of special techniques and skills, as well as community participation. We must try to get these difficult cases to become responsible citizens and become accepted by what otherwise was an intolerant community. We must prevent the fear of telling our communities that these individuals are suffering with inner-personal conflicts which need understanding and correction, to help without the stigma of the prison sentence. We cannot keep the communities in the dark any longer. Let us break with our fears and secrets and tell the public at large about our need of help with the problems of the man and get him accepted in the good graces of our social structure as it is today.

The Need of Changes

It appears that our laws do not give interpretative understanding to the community leaders, and for those engaged in helping troubled individuals. Why are so many of our laws found to be unworkable, when for centuries, civilization, like a testing machine, has tried various types of laws and methods of law-making and those records still remain in the "Laboratory of History"? The control and treatment of criminal delinquent behavior is a nation-wide and very complex problem. Our methods, philosophy and management of the problem, are overdue for more rapid, profound, and far reaching changes. If we do not provide the leadership and give necessary backing to help determine the course of these changes, we will lose by default. Never before has there been such a widespread interest in corrections. Questions are being asked by those who want to know. The people of the community want to know about Law Enforcement. Local jails, court procedures, punishment, work houses, prisons, and capital punishment. We are being asked about the Correctional system and whether or not it really works. We can no longer talk in generalizations. Most communities are loath to break with their bad habits, to engage in a real effort to move ahead to pay for the price of progress as long as we stay silent. The community will always remain apathetic if we do not talk up. We cannot keep silent until the cancer develops, because the community is in a constant flux and change.

We need to be aware of these facts:

1. The surge of the world population - by 1970, we will have close to six and one half billion people. In the United States alone, we will have close to two hundred million. This means increased pressures and stresses on individual lives, and naturally, more will get into difficulties with the law. Recent statistics reveal that of our total present population, twenty-five percent engage in petty crimes; twenty-five percent in serious crimes, while the other fifty percent waiver in between.
2. Surge of the minority races and groups. Throughout the world, sixty percent still live in poverty and in substandard conditions. This is because we still practice nineteenth century notions of service and charity.
3. Rapid growth of scientific knowledge. Corrections in the United States are not destined for failure if we do something about it. At present, we are in an era of trying to get, instead of giving out our new scientific know-how, which is changing the emphasis.

Some improvements are:

1. Strengthen our personnel practices and pay a liveable wage.
2. Raise our correctional practices to more effectively help offenders regain their dignity.
3. Prepare ourselves for realistic research.
4. Modify our concepts of sentencing methods and procedures.
5. More widespread improvement in community involvement and communications.

In four of these suggested improvements, we may seem to have made some considerable progress to date, but in the latter one, we need to be more realistic and come out in the open and no longer keep the secret of inner-emotional behavior from the communities. However, communications with the public is most difficult, since it is in the final analysis, improved communications with the public will count the most. This is important as it is the public which must buy our programs. If the public looks pessimistically upon our programs, we stand to lose everything, including the first four points of suggested improvements.

THE IMAGE OF THE CORRECTIONAL WORKER:

Because of this, the public must know the facts and be given a broader base on which to understand and accept us as specialists in human behavior. This image of Specialists needs to be proclaimed! The image which correctional workers have created in the past, needs to be redeveloped and improved for the purpose of establishing good public relations. The present image, dramatized through the mass media, such as newspapers, movies, radio, television, is a very far cry from the truth. Since we are in a fascinating business, let us get the curious public to accept us and understand our functions for the betterment of our jobs and not let the communities get excited about a few prison breaks, and the criminal behavior of those in our communities. This fascinating concern by the public to want to know what happens to the individuals in trouble, is becoming more and more a matter of social consciousness. This is manifested by the fact that I am constantly being asked by those who want to know, what actually is my role as a Probation Officer. I hear so many times: "How do you keep yourself from becoming angry and bitter?" "You

must have some really hopeless cases." Yet, somehow, in our work, the charm and the real story of our work is never told. The deep human problems and needs are never considered or understood because we fail to be aggressive in our telling the story. We do not explain criminal behavior as we understand it. This is primarily our fault, due to the lack of good communications. The public should know how we stack up in relation to other welfare and community programs, such as public aid, medical and hospital aid, and educational projects. Once we become accepted by the public, we will be better able to prepare for the goals which we intended for the wrongdoer and help him back into our social and economic way of life. Our real function as correctional workers must be to protect the community from the deprivations of the man who cannot control and restrain himself. This is also the purpose of imposing a sentence. In that situation, we have to send him to prison in the hope that while he is away, that he may mature, or may be deterred, or may develop his talents to the point where he can realize the folly of his behavior. And of course, it is trite to add that this protection is shortlived, unless it extends beyond the day of his release from confinement and supervision. In this area, we have never fully availed ourselves of the outside resources and potential of the total community. Mothers may be silly, selfish or perverse; fathers may be cruel, ignorant, or vindictive against their children; but few parents actually get any satisfaction from seeing their offspring in jail or penal institutions. With all this we must continue to make progress to prepare offenders to return to their communities, but little has been done to prepare the community to help the offender to return to his family and to his home. This is what we must do if we are to give the proper image as workers with the offender.

Some Basic Facts:

From my own personal experiences, as well as from writings in sociology and casework, I have learned that:

1. It is expensive to be poor, because it limits the opportunities of the poor. The greater percentage of the children of poor families grow up in deprivation. We also can conclude from statistical studies that approximately thirty-three million individuals are still in poverty. About one-third of this group could become potential criminals. We need to declare war on poverty instead of having poverty eat away at the lives of the poor.
2. It is expensive also to keep up with the Jones's. I mean the feeling that we have about our relationship standards - the temptation to be equal to, or surpass our neighbors, has increased in our status-seeking in America.
3. It is expensive to be immoral. When we create islands of misfortune with poor housing facilities, we also develop low moral standards of living and increase the rate of illegitimacy.
4. It is expensive to be poor spiritually. Recently, articles have revealed that Church Leaders are no longer close to their parishioners. "Weekend Religion" seems today to be acceptable conduct. The general public is using a religion to reduce tensions and pressures, rather than as an everyday mode of life.
5. It is expensive to be prejudiced. The price of hate and fear is expensive. The family, the church, the school, the places where we work and earn our living, and the communities in which we live,

are the institutions in which our attitudes are nourished and grow. Sometimes, it seems that the bad is able to overwhelm the good that we need. The tone is set for us more and more by the community because it represents us in everything we do. These will not improve for the better unless the wholesome forces are aggressive and constantly are given the impetus towards reaching what is good for all of us. Every one of us has an inherent right; rich, middle class and the poor, have the right to live, work, and develop for our betterment. I have seen it happen time and time again, where a young person is given the encouragement to grow and develop his talents, but because of his origin, race, and creed, is given a false start and perspective, which affects him as he gets older. A story which I repeat often (I don't expect agreement on this) is the one about the Italian young man who is sent to schools, college, universities and professional schools, to improve himself to take his place in the community, but when he is ready, he is told: "We honestly intended for you to take your place in our community, but not just yet; you need experience now, and when we get old and feeble, you might come in, but not just now." Before one realizes what has happened, the community leaders are deposed or maybe even sometimes killed in gangland style. This is what produced the gangster or "hoodlum" in Chicago or in cities of similar size. This is how some of the white minorities gained their power, and certainly, it could happen with the non-white groups if they are not given the opportunity towards leadership. We still have many Oswalds ready to kill if their psychopathic angers are not curbed. Judicial Administration might encourage this kind of response if we do not help these minority groups to develop and grow acceptable in their communities. Most of us like to share the values of a good life, with its peace, joy, and love, but we are not willing to discipline ourselves in giving to help the other fellow.

Advantages of Community and Public Relations:

When we prepare our communities in keeping them informed about our offenders, we can be more certain that:

1. Protection of society is assured. Our real function is to protect society from further transgressions of law through helping the offenders in the community.
2. Offenders can be spared the stigma of imprisonment.
3. Offenders can be helped to be gainfully employed if the community is prepared and tolerant. We must mobilize the help of interested and responsible persons to support us in our work.
4. Offenders can mature more readily and become a more stable party of the community. The community is as much responsible for delinquent behavior as the parents are. Indifferent attitudes which are not good, have made communities to think in monetary standards as a goal of good living. How the pressures of life affect a person, depends on how he thinks. "Come from a good family, go to college, get an education only to increase your earning power." We think in terms of qualifications and not performances. We believe and still do believe today: "Make big wages, get married, have some kids, get

divorced, and then say: "Man, I made it." We have been losing our youth to this sort of thinking. It took our late President, in 1960, to make a plea and to challenge our youth to be of service rather than to take and receive with no thought of ever giving something back in return. This is the only true way to change our attitudes which the community must by intelligent force, bring about a change in our image, for, if we continue at the wrong pace, all of us will lose the image of good influence throughout the world. The development of the Peace Corps has challenged all of us to come out of our communities to pitch and help those in need, including the various minority groups and nations to get over the "hump" in their developmental growth. We need a new breed of young people in great numbers. I get irritated when I read and read about these psuedo-zealots who challenge our way of life (while it does need change, I admit) and force by fear, certain type of conduct in many areas of our own growth. These zealots are truly those who hate, and feed the hate fodder in our communities. (I suppose I should use the psychiatric lingo - they must have hated their fathers and mothers when they were young and developing and still carry this hate). There are many theorists who do a great deal of damage in our communities. These sometimes eccentric theorists have fostered fear and fed our delinquent behavior. Social workers and we correctional workers are partly to blame for these deviations because we do nothing to counteract this behavior; we do nothing and only resent criticism. This is expensive because it breeds tyranny, poverty, and inner-emotional conflicts of many individuals. These situations can be corrected by honest, proper participation and good communications in our communities. Weaknesses in public understanding of social welfare go hand-in-hand with ignorance and inaccurate evaluations of problems.

The Problem of Communication:

Good community relationships and communications should center around:

1. Fresh and non-defensive probing.
2. Courageous and comprehensive planning with the communities.
3. Creative participation with the communities to meet the social demands of our society.
4. Create more realistic programs for helping those with problems.
5. Increase representation in public understanding and acceptance of those with problems.
6. Meet the demands of changes when these are necessary and required.

Agency Secrets:

Agencies are too prone toward keeping secrets. However, secrets leak out, anyway. Workers like to talk and discuss what goes on behind closed doors. There are three types of secrets in all organizations:

1. Open Secrets - Information is let out freely to let the insider know.
2. Strategic Secrets: This is advertising that we want known, with the information communicated guardedly to keep the outsiders from knowing too much.
3. Dark Secrets - This is in the area of the management of the agencies which allows no one to know and gives the impression that insiders or management doesn't know either.

If these secrets are handled properly, they can work for the benefit of the agency. The basic problems which affect our work with communications and relationships are:

1. Lack of manpower and trained personnel.
2. Human needs change every day, and we must keep a fast daily pace.
3. It is expensive to keep the public properly informed.
4. Willingness to be aggressive to push programs in the communities, and get them accepted. There is too much apathy in this area.
5. There is a lack of imagination and future planning of self-discipline and sacrifice.
6. There is a total absence of resources to help in community planning. Everybody is too busy making money.

OUR WORK AND FUNCTIONS OF THE PROBATION OFFICER:

The functions of the Probation Officer can be divided into four different areas - Investigation, Supervision, Public Interpretation, and Administration. The functions entail a knowledge of social casework, the behavioral sciences, socio-cultural patterns of the client and his community, the legal framework of probation and parole (federal and local), community social agencies, community resources, and the various law enforcement agencies (federal and local). The correctional worker's requisites are good mature judgment, patience and insight. He must have initiative, resourcefulness, tact, a congenial relationship with law enforcement, and the key people in the community.

The use of investigations by our Courts have increased in a ten year span alone, from about 48% to 90%. Increase in the use of Probation as a tool of punishment, has increased from 42% to about 65%. The advantages brought about by this increase are:

1. More careful and complete reports with better preparation.
2. Greater emphasis placed on Probation because the Probation Officer, Parole Officer and Correctional Worker is now better schooled.
3. More attention is given to supervision of Juvenile and Adult offenders.
4. Job-finding and employment counselling are given more emphasis.
5. More time and attention is given to the emotional and psychiatric problems.
6. Better release planning is available.
7. More consideration is given to alternative sentencing. We are better able to equalize sentencing.
8. Sentencing Councils are coming forth to help the judges plan for the future of the offender and give just and equal punishment. This type of sentencing can remove community hostilities by giving equal justice to defendants committing the same near type of crimes.

CONCLUSION:

In conclusion, I just want to say that we have been making better progress each decade and that it is not so dark but it can be daringly improved by giving the community the knowledge of work and progress and what we want the community to do for us at a more rapid pace. We have the education now and the understanding as we continue to supply more and more of the know-how of our work.

Out of this, the correctional person should be the professional person selected to develop a sustaining relationship with the offender, whether he be on Probation, Parole, etc. Justice should no longer be concerned with the issue of punishment without a deep interest in rehabilitation of the offender. If the correctional worker is accepted as the real arm of authority, then the community should be the same. To set the tone of relationship with the community is our problem and responsibility, and this can only come with our involvement. If we expect the offender to develop the good resources on his own, the community must then know who this person is and what he has been, to help him become the man he wants to be - acceptable to his neighbors, and restored to his civil rights.

COMMUNITY RESOURCES AND RESPONSIBILITIES
PRIOR TO CONFINEMENT

by

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My assignment for this meeting is to relate the role of the attorney to the session theme, "Community Resources and Responsibilities Prior to Confinement" and this presupposes that an offense has already been committed, a trial has been had and the punishment has been determined. What can the attorney do at this time and what should he do? I am assuming, of course, that all legal procedures and remedies have been exhausted inasmuch as the session theme would indicate that the matter of confinement was a certainty and thereby leaves us to examine what are the community responsibilities and resources in the stated situation.

While an offender certainly needs help, guidance and counseling prior to his confinement, it seems quite clear to me that we might well examine into what the community resources and responsibilities are or should have been which permitted the offender to be where he is as well as to discuss what those resources and responsibilities are now that confinement is in the picture. In this regard I have long been of the opinion that the lawyer has a two-fold responsibility and obligation of which, unfortunately, many of them are not aware. Technically, the lawyer as a trained expert in the law has the responsibility of interpreting the law and in the case of an offender, within the scope of our theme this afternoon, to see that all of his rights are protected and that he is subjected to no legal penalties without full due process of law. Many lawyers become so engrossed in the intricacies of the law that they become entirely absorbed thereby and overlook their other obligation to understand and help formulate and carry out the general responsibility of the community towards its more unfortunate members. The lawyer, who is generally recognized as a leader in his community, should concern and acquaint himself not only with technical legal processes but also with the social and welfare problems and conditions in his community and the resources that exist in his community in those areas and as to ways and means by which those resources can be improved and developed.

In a democracy such as ours we hear much of our constitutional guarantees for equal rights and due process of law but we also know that in our individual capacities, abilities, environment, education, opportunities and achievements, there is not true equality and that out of all these variables there is created the many pressures of just everyday living that contribute directly and materially to the many problems with which we all are constantly confronted and from which we react in a variety of ways. Society must learn and recognize, for example, that poverty contributes to crime as children in poor families are deprived of essential opportunities for normal growth; that immorality thrives in poor housing; that social prejudices demoralize and create anti-social individuals as they impair their inherent right to live, work and develop; that national practices of bitter attacks on individuals, programs and groups arouse hostility and feed psychosis and that "week-end" religion, which Mr. Colocimo referred to, does not build a social way of life. A social way of life rests on our understanding that we must discipline ourselves to help others.

The lawyer, I believe, has a responsibility to take an active part in communicating to society the above factors which give rise to the problems that

exist and to exert his leadership in assessing the resources which exist to cope with them as well as to help foster and promote changes and improvements in such resources for the betterment of all.

There are now in many communities various agencies for the counseling and guidance of both adults and children and while the work which is being done is of tremendous value, it is generally not widely known so that education and communication are areas where substantial improvement should be made. I venture to state that in my community only a handful of lawyers know the extent of the many social agencies which are constantly striving to make the city a better place to live for those who are less fortunate and who have problems with which they cannot cope themselves. If the work of such agencies can reach more people perhaps many of the pressures with which we live and which contribute to so many of our problems, can be better understood and brought under control.

Someone recently said that we seem to accept the philosophy that post high school special training is an absolute necessity now if people are to find a place in industry, and here again we have evidence of one of the pressures to which we are subjected. Not everyone has the capacity for special training or for becoming a technician and yet our public educational system is geared to the proposition that every graduate must have completed certain basic study requirements although this is beyond many of the students and contributes, I believe, in a large degree to the dropout problems that are presently being widely studied. This is important because many of the offenders with which you come in contact are in this dropout group. Perhaps, we should re-examine some of our thinking in the educational field and quit trying to make a history expert and essay writer out of a person who has limited abilities and may be entirely happy by working only in some mechanical field, for example, which he may understand. I would suggest that many a dropout would not be one if he could be schooled in a trade to his liking without satisfying his peers that he knew the right tense of all the verbs and knew where all the commas and semicolons belonged. What I am saying in this regard is that one of the responsibilities of the community is to utilize its resources for the development of its citizens in line with their capacities and not place obstacles in the way of students from which they shrink and develop attitudes of hostility and frustration.

The time just before confinement can be a most important time in relation to the attitude of the offender and his family, if he has one, toward society in general, toward the correctional workers, the courts, the press and in general, toward all of those factors which he may feel have had a part in or contributed to or affected the situation in which he now finds himself. In this situation, the community and society has a responsibility to make it known that mere punishment alone is not the ultimate goal but rather that returning the offender to the status of a responsible citizen is the goal to be achieved. In doing this, the community should recognize that perhaps it should bear some of the fault for the conditions, environment and prejudices which contributed to the pressures that beset the less fortunate. How is this done? Certainly not by just talking about it but by the actual utilization and cooperation of all of the machinery at our disposal for determining pertinent facts concerning the offender, his problems, his family problems and any other matters that will help us understand the causes and perhaps give us some clue as to possible solutions.

The correctional worker is a most important facet of this pre-confinement period since he has first hand knowledge of the human problems involved and special training in the type of social programs that are needed to prevent, restrain, rehabilitate and re-establish offenders as useful and productive citizens. We

have heard earlier this afternoon that such workers have been handicapped by fear of public criticism and that they find that communication with the public is difficult. If this is true, then it is incumbent upon such workers to overcome these fears and take the lead in communicating to the public their true status as trained specialists in the field of human behavior. It is not enough for you to merely improve your skills without applying those skills for the betterment of those with whom you are charged to work and to work toward the development of better means of communication with the public in general.

One way, as I see it, of opening up better communication and public relations for the correctional worker is to more fully make use of the many community resources in the field of social work. The workers in community social and welfare agencies are also trained experts in the matter of assessing patterns of human behavior and proposing courses of actions and plans for alleviating the problems and pressures that confront so many of our citizens. Not only must the offender understand the problems involved in his successful rehabilitation but his family also needs to have an understanding of them, and perhaps in this area the lawyer can be of great value by helping to coordinate and encourage the effective cooperation of the many resources available.

The task of rehabilitating an offender is a tremendous challenge and the correctional worker cannot and should not be expected to accomplish the job alone. This requires the effective cooperation of legal enforcement agencies, community agencies, the courts, the press and of course, the offender himself. It requires mature judgment, patience, insight, initiative, resourcefulness, tact and a capacity for congenial working relationships. It also requires an attitude of humility on the part of all factions who can contribute to the total program since as someone once said, there is no limit in what can be accomplished if it doesn't matter who gets the credit.

I believe that much can be accomplished during the period prior to confinement if proper attitudes can be developed not only in the offender and his family but in the community at large. This requires painstaking investigation, education and explanation and should include every phase of human relations that may be of any help. Certainly doctors, nurses, recreation workers and any others who can provide an insight to the offender and his problems should be made a part of the overall program. Great strides are now being made in the field of parole which I believe should be granted wherever possible, as a parolee becomes an employed person with an opportunity to build self respect while an inmate is not only considerably less fortunate but exceedingly more costly to the taxpayers purse.

The development of proper attitudes of the problems under study and a better understanding of the variable reacting forces in society which mold human behavior in so many patterns is influenced to a large degree by our agencies of mass communication which include the press, radio, television, books and magazines, and perhaps the press, which I believe reaches more people more often, is a vital factor in creating a public image of the correctional worker, the courts, law enforcing agencies and all other aspects with which our present study is concerned. I note from the program that we will later bear the theme of today's meeting interpreted from the viewpoint of the press and I look forward to those comments because my personal feeling is that there is room for a great deal of improvement in the way and manner in which the press reports the news relating to matters of public interest.

The press, as I view it, seems to concentrate upon playing up the spectacular, the unusual and uncommon and thereby in reporting what they interpret as "news", these unusual and quite often unfavorable aspects of a happening, a proceeding or action are blown up all out of proportion to their relative value in the overall picture with the result that the public image created of agencies and personnel involved is unfortunately quite inaccurate from what the true facts are.

I have at times read the so-called news report on a case in litigation where I was one of the attorneys and I never fail to be amazed how a reporter sitting in the same courtroom with me could conjure up such a distorted version of what the proceedings were about and what was going on. I do not mean to infer that what is reported is not factually correct but only that the attention-getting unusual details are often emphasized out of context in such a manner that a really true and accurate picture is not obtained by the public. I find also that in giving a release to the press which has been carefully prepared, it is not unusual to find that major and critical portions are deleted by the editorial pen because, as I have been told, only so much space could be allotted to that particular item. I will also state with due respect for my friend here from the press that over zealous reporters have on occasion so badly misinterpreted and misunderstood certain legal aspects of cases where I have been involved that public animosity toward my client has resulted and attempts to obtain a correction and retraction have been a monumental task, and in some occasions the retraction has been worse than the original article.

Here, then, in my opinion, is a definite area where education, communication, public relations and cooperation can stand a careful re-examination, study and evaluation. The particular attorney involved and the legal profession in general can and should be active in interpreting these matters to the offender and his family and to the entire community and in this regard, I would readily agree that the legal profession itself can materially increase the value of its contribution by familiarizing itself more thoroughly with the nature of the problems so as to better be able to aid in their solution.

USE OF RESOURCES AND OUR RESPONSIBILITY
PRIOR TO CONFINEMENT

by
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When a judge is faced with the assignment to discuss "Our Responsibility Prior to Confinement" he immediately thinks of the assistance rendered to him by pre-sentencing investigations.

In Iowa, until very recently the Court had no facility or personnel to make a reliable pre-sentencing investigation, and we were forced to base our judgment on the conflicting pleas of the county attorney and the sheriff as against those of the defense lawyer.

The enforcement officers have painstakingly conducted a search for the culprit and prepared the evidence to assure his conviction. In doing this they have not been looking for any favorable characteristics of the man, but only those items that would tend to substantiate his criminal tendencies. The enforcement officer is not by disposition, training, or position, a proper person to advise the Court on matters involving parole. The information in the hands of the county attorney consists almost entirely of those facts furnished him by the enforcement officers. The attorney for the defendant, often an appointed attorney for a token fee, usually knows very little concerning the man except those features that might damage him in the trial of the case. Actually, the business of all these people is whether or not he did this act.

Fortunately for the district judges, the Iowa State Board of Parole has consented to make pre-sentencing investigations for the Court in felony cases. I am informed that many Iowa judges are now making use of this service and are finding the reports to be well considered and prepared. I, personally, feel that in omitting a pre-sentencing investigation prepared by a competent person, we as judges are not accepting "Our Responsibility Prior to Confinement".

Judge Bennett Cullison, President of the District Court Judges Association, has for many years been active on committees of the Iowa State Bar Association dealing with probation and parole, and this subject is one of the major projects of the Judges Association for this year.

A judge has not accepted his full responsibility prior to commitment merely by calling for and receiving a pre-sentencing investigation. It is his responsibility to study and evaluate this report in the light of his past experience and knowledge relative to parole. To grant a parole to an individual where there is no hope of his making the parole may result in the delay of the rehabilitation, as well as the difficulty in rehabilitating and injury to society. Neither is the fact that the individual has previously been on parole and failed a binding reason to deny the parole. Until a few years ago it was impossible in the State of Iowa to grant a parole where the person has previously been convicted of a felony. This provision has now been changed to restricting the Court only in situations where the person has previously been convicted of a felony and incarcerated in a penal institution. Neither is the fact that the person has had no previous record an over persuasive reason to grant the parole. A parole must not be automatic. It is granted not as a right. This fellow has lost his rights. It is granted for a purpose. The judge must study the

report, make his evaluation, and reach his decision independent of the pressures of enforcement officers, defense attorneys, and often the press. We must look at the man as a whole and his possibility of regaining his responsibility as a member of society and determine whether this can be best accomplished through confinement or through parole.

So much for the judges' responsibility relating to Bench Parole. Now, what is the responsibility of the person making the pre-sentencing investigation? The investigator's duty is to find facts that will assist the Court in evaluating the man as a man - his possibility of making a parole; the possible dangers to him or to society by failing to confine him. He may need confinement.

The investigator should ignore the crime charged unless there are elements different than the usual run of events involved in the particular type of crime committed by the man that would in themselves give some picture of the man. The Court has read the indictment, the statements made by the witnesses, and received the plea of guilty of the man or heard the verdict of 12 chosen men before the pre-sentencing investigation is ordered. The Court and the investigator should accept the fact that he has been found guilty. Very little time should be spent with the enforcement officers. The Court knows what they think of the man or they would not have filed against him. They had enough trouble catching him the first time, and they do not want him turned loose so they will have to keep watching and "hounding" him from now on.

By way of the attitude of enforcement officers, I will refer you to "Remarkable Remarks" in last week's Register which reads as follows:

"FBI Director J. Edgar Hoover, assailing in his agency's law enforcement bulletin what he called "misguided leniency," declared:

'Criminal rehabilitation should always be directed toward one basic objective -- the protection of the public. Frequently this objective is lost in the storm of tearful lamentations from social reformers. It is swept aside by the sympathetic practices of some courts and administrators. Misguided leniency results.'

The investigator's responsibility prior to sentence is to search for the assets which the man has - searching for favorable items that may indicate that there is a possibility that he can remain in society and with his family. I do not mean by this that only assets should be noted and liabilities ignored because as previously stated, we know that to grant a parole to a man that cannot make it may well result in damages to both the man and society. The investigator, however, should primarily be looking for those things about this man that shows strength, his work record, his family relationship, his associates, his financial status, his religious tendencies, and his general personality. These matters are to be found through contacts with his family, his associates and his employers.

The investigator should realize that he has a different role than the detective who is attempting to establish the guilt or innocence of the man. People do not like to find themselves involved in court procedures for many reasons - where the man's guilt or innocence is in question. When people who are being interviewed know that guilt has been established and the only reason the investigator is there is to render assistance to the Court in determining whether there should be a parole or imprisonment, people are much more willing to furnish information. They feel that they are assisting. Type of information that is helpful in pre-sentencing is not admissible to prove guilt but remember rules of evidence are based on experience of reliability.

The investigator may find a pressure element which was on the man that caused him to commit his unsocial act. An investigation that discovers a pressure element should go further in attempting to discover whether this pressure can be removed, does the man have a job, can he get or hold one? If the man is hopelessly in debt, is there any possibility of consolidating his indebtedness, is his wife willing to let the washing machine go back and do the washing at her mother's, can they get along with a less-expensive automobile or none at all, is his family willing to cooperate with him, or is the situation hopeless? Is he living in a community where his associates are of such longstanding that he will be unable to break with them and will soon find himself in the same situation? Or is there a possibility that he could move to another community - that he could find more desirable employment, that his family is willing to move? His family relationship with his wife and children are very important to the evaluation of a pre-sentencing report. Does he, apparently, like his wife? Does she like him? What is the relationship with his children, his father, and mother and his in-laws?

It may sound as though I am asking for a time-consuming investigation that is not practical. My first suggestion to you is that one year of keep of a man in the penitentiary; which would be a minimum; would pay for a number of hours of investigation, and the damage that might be done by paroling the wrong individual, again, becomes expensive to the state and to the public.

Investigators have asked me if the Court desired the recommendations of the investigator to be contained in this report. The answer to this question is almost as varied as there are judges who receive the reports. Many judges want a recommendation in the report. Others feel that the final determination is the responsibility of the Court and he should not be told what to do. At a recent meeting a suggestion was made to me that seems to be very important. If the investigation is made by a parole agent, and he recommends against the parole which is eventually granted, and by chance, remote or otherwise, the information contained in the report should get to the parolee, it would have a very bad effect on the relationship between the parole agent and the subject. Personally, I want the recommendation of the investigator, but I believe that, probably, it is best if that recommendation is given in a private conversation between the investigator and the judge, or in some other confidential way.

The person making a pre-sentencing investigation is an important arm of the Court. This job requires specialized talents and abilities. The high responsibility that is placed by the Court on the investigator and the reliance that is given the report should never be overlooked. Men's freedom to come and go and society's safety and security depends upon the ability and reliability of the investigator.

An investigator should never feel offended or upset if the Court is not in all cases in agreement with them. We would not call for the investigation unless we wanted it, but in the final instance, it is the sole responsibility of the judge as to whether or not a Bench Parole shall be granted. A judge must be governed by his own conscience if he expects to sleep at night.

In closing, I will return to the first portion of the subject under discussion "The Use of Community Resources Prior to Confinement". By "community resources" is probably taken by many to mean organization, but when it comes to the matter of parole and probation, I feel that there is only one community resource; and that is people. Naturally, to touch people, organizations, probably, are the best equipped to recruit people who will personally be interested in the problem at hand. Probation and parole will never be successful because of a church, lodge, or club, but will only be

successful by the assistance rendered by the individual members thereof. One dedicated man or woman going to the assistance of an individual on probation or parole can do more good, in my opinion, than any organization extending the composite and collective hand of fellowship of an organization, church or club.

In the opening talk by our Moderator, it was suggested that we have been fearful of publicizing and discussing our successes and failures, our hopes, and our disappointments of this phase of human relationships. The public must be educated as to the loss to society and to the families that is occasioned by confinement when in so many instances, far superior results can be obtained by other methods.

Our responsibility in this respect is to welcome any opportunity to give a fair explanation to those in doubt as to the benefits to society as a whole of a well-operated system of probation and parole.

COMMUNITY RESOURCES AND RESPONSIBILITIES
PRIOR TO COMMITMENT

by

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Since the subject under discussion is "Community Resources and Responsibilities Prior to Commitment", it is natural that the speaker has stressed the need to improve public relations, to project a better public image, to educate the community and to win it over to the idea of improving programs for offenders. But as a lay member of the "community", I confess to finding this a discouraging prescription for success.

I fear the vast majority of the community of which I am a part couldn't care less about needs prior to confinement and related problems of offenders. It would appear their chief concerns as individuals are with such prosaic matters as meeting the monthly mortgage payment, figuring a way of getting the kids into and through college and keeping the marriage together. If thought is given to problems of offenders, the fact that the individuals involved are lawbreakers would give problems very low priority for action in the minds of most persons. Overcoming the vast amount of public apathy and lack of interest and sympathy for modern methods of treatment would require a prodigious expenditure of time and with doubtful prospects for success.

I question whether such a selling effort is advisable or necessary. I believe it is possible to make substantial progress without launching the equivalent of a public relations campaign in behalf of improved correctional programs. Let me cite some examples.

Iowa decided to hire Ben Baer as its director of corrections, not because of any great public clamor for a modern corrections program but only because of the interest of one or two Board of Control members and the Governor. The decision to hire Ben was in effect a decision to emphasize rehabilitation in the Iowa system. The need for such a decision was understood and felt by a few key people and they moved decisively to implement it. If they had felt it necessary to first educate the public and mobilize community support, I am confident we would still be without a director of corrections.

Bail provides another illustration of what I have in mind. The bail system, long a shameful source of denial of equal justice for the poor, was only dimly perceived as such by the community. It took the aroused concern of just one individual to set in motion developments that I believe mark the beginning of the end of the system of bail as it has been known in American courts.

Industrialist Louis Schweitzer founded the Vera Foundation in 1961 to develop alternatives to bail. By doing so, he demonstrated the feasibility of releasing many accused on their own recognizance. The activities of Schweitzer and his foundation are leading to a national conference on bail in May sponsored by the Justice Department and to efforts in a number of cities to revise bail procedures.

One of these efforts is being made in Des Moines, where a project similar to the one undertaken by the Vera Foundation is now in operation. The Des Moines project is not in response to any community revulsion against bail practices. Scarcely anyone in Des Moines is aware of the way the bail system operates, let alone aware of the abuses. The Des Moines project is a result of the interest of perhaps a half dozen persons who were aware of the problem and determined to do something about it.

Another illustration is provided by a member of the panel, Mr. Adler. It was Mr. Adler's concern over the need for legal aid services, his devotion to the cause of establishing such services and his persistence in urging action by the bar that accounts for the existence of a legal aid society office in Polk County.

The public certainly should not be kept in the dark about community needs. Reasonable efforts should be made to inform the public about shortcomings. But progress need not wait for public understanding to catch up with new or different ideas. The presentation of these ideas in an aggressive, imaginative and persuasive way to those in a direct position to implement them seems to me a more practical and fruitful way of attacking problems.

In the case of services and facilities prior to commitment, the logical focus of effort would seem to be the individuals and groups with a direct concern - judges, bar associations, boards of supervisors and in some cases, city councils. If the judges and bar cannot be convinced of the importance of such things as probation and early representation by council, is there really much hope of convincing the public generally?

If boards of supervisors or councilmen are reluctant to vote the funds for additional services, why not focus on local foundations for support for demonstration projects? There is no more convincing way of selling a product or an idea than by actually demonstrating its worth. Practical demonstrations of the value of specific services can be far more eloquent and effective than the most slickly-designed public relations campaign.

The community resource that most needs tapping in the area of services for offenders is that segment of the community most intimately concerned and with the most to give key community leaders and public officials, attorneys, judges and private citizens with drive and imagination. Mobilize them and the rest of the community could not help but notice and admire the results.

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The Kansas State Reception and Diagnostic Center
A New Clinical Experience in the Sciences of Human Behavior

by
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I. Historical Highlights

In 1924 a committee composed of giants in psychiatry with Dr. Karl A. Menninger, Chairman, began to study the problems of law and psychiatry. In 1926 and 1927, the criminal law section of the American Bar Association met with representatives from the above mentioned committee of the American Psychiatric Association.

In 1927, Dr. Karl A. Menninger writing in the Texas State Journal of Medicine, states "It is increasingly obvious that the present (and past) methods of dealing with the crime problem are distressingly inadequate. In contrast to the achievements of medical science, we are permitting the evil to increase rather than making appreciable steps in its elimination. Wherein lies the faultiness of these methods?"

The necessary legislation was enacted in 1961 Kansas Legislative Session for the authorization of the Kansas State Reception and Diagnostic Center. Originally the 1938 legislative council proposed the establishment of a "central reviewing prison." As defined by law, the purpose of the Reception and Diagnostic is to provide a thorough and scientific evaluation of all male felony offenders sentenced to a state penal institution. At the time the Diagnostic Center was established, there were sixteen other states operating diagnostic institutions of some type. However, in reviewing the programs of these institutions, it was found that many were "diagnostic" in name only. In other words, these institutions were not staffed to provide a true psychiatric or clinical evaluation of a certain style of offenders based on their past record of current offense. Some idea of the limited clinical personnel available for the purpose of evaluation can be gained from observation of the fact that at the end of 1961 only 38 fulltime psychiatrists were employed in the state penal and correctional institutions, while approximately 220 inmates on an average were confined in these institutions.

II. A Bird's Eye View

Since it first opened its doors in 1961, the Kansas State Reception and Diagnostic Center has undergone changes leading to the development of an institution similar to others, but individually its own. The Center is a complex of interacting parts consisting of prisoners, both court cases or referrals, and trustees or permanent parties, administrative and correctional staff, clinical staff consisting of psychiatrists, psychologists, social workers, ministers and a staff of consultants. A complex of buildings and fences completes the picture.

Three towers are spaced around the double fence. Three buildings are within this complex of fences. The main building houses the prisoners, and feeds prisoners and staff. It also provides space for records, offices, and recreation. The administration building contains the offices of the superintendent, the clinical director, the chief psychologist, the chief social worker, the staff social worker, and clerical personnel. It also houses the clinical records. The hospital building, in a separate fenced-off area with double fence, contains the office of the staff physician, the nurse, and various other clinical personnel. It also houses the pharmacy and a small infirmary. Outside of the double fence is the business office

housing or containing the office of the business manager, the storeroom for food and other supplies, and the library. The Reception and Diagnostic Center has been seen as "the latest addition to the Kansas Penal System, a non-clinical setting where clinical personnel do diagnostic work; a place where convicted Kansas felons receive a "mental hygiene experience" while being evaluated; and as the nucleus for the betterment of scientific study of, and rehabilitation of offenders and criminals in the midwest."

III. Is It a Prison? Is It a Hospital?

It is not a hospital, and it is not a prison. It is a new clinical correctional experience with prison security; the traditional psychiatric professional team works together with a correctional staff toward a better tomorrow for the prisoners under their care. It has been recognized for a long time that the major psychiatric disorders have been conquered by the newest of method of psychological and pharmacological treatment, and that the psychiatric team with their psychiatrist as a leader will leave the traditional setup of a hospital, or office, and move toward agencies which have dealt with different manifestations of human behavior. The Boys Industrial School, the Girls Industrial School, The Rehabilitation Centers, Industry, and Prisons have attracted the psychiatric professional team to tackle the difficulties of understanding the complexities of human behavior. Judges, lawyers, educators, social workers, psychologists, social psychologists, anthropologists, penologists have dealt with manifestations of human behavior, and while gaining some understanding of this behavior they have always been puzzled by the question "why do people do what they do?" Penologists and people who have been taking care of prisoners have always been puzzled by the problem why do the people, in spite of imprisonment and obvious signs of rehabilitation, commit the crime again and come back to the prison.

Until recently, the field of criminology and corrections was entirely non-clinical. No one, not even psychiatrists, thought that psychiatry had anything to offer to the solutions of the problem of crime. It was, of course, recognized that a small proportion of criminals might be "insane," and psychiatrists were occasionally asked to identify such insane criminals, although always using legal, rather than medical, criteria. Until recently, also, most correctional officials wanted no part of psychiatry or psychiatrists, except to label certain troublesome offenders as "insane," and to take them out of the general prison population. Psychiatrists were acknowledged to have a role in the care of the "criminal insane," but almost always in facilities that combined the worst features of prisons and hospitals.

We all know there is no medical or scientific way of distinguishing between those offenders who should be punished, and those offenders who should be treated. If we are serious about rehabilitation, they all need treatment. Some of us have held this theoretical position for a long time, but in recent years many hard-headed correctional administrators are discovering that rehabilitation programs have to be based on sound psychiatric principles. Leaving aside what you call the men -- whether you call them sick or well -- what you do with them in a rehabilitation program boils down to good psychiatric treatment.

But prisons do not have good rehabilitation programs, and what is being done to the inmates in the majority of American prisons represents a public health problem of the greatest consequence. Psychiatrists have a responsibility ultimately to do something about it. However, his psychiatric training alone does not qualify him as a legal, sociological or penological authority. His contribution within his legitimate role of clinician is in diagnosis, treatment and prognosis.

IV. Diagnosis? Why?

There cannot be treatment without a sound diagnosis. A deviant piece of human behavior must be viewed as a symptom, not a disease. People's difficulties (manifestations of personality disorganization) cannot be identified (diagnosed) by one arbitrarily selected expression of personality functioning. An act of sexual assault may express the driving exuberance and impaired judgment of "hypomania"; the maneuvers typifying a guilt-ridden neurotic character disorder and its seeking for punishment; the severe breakdown of personality integration ordinarily called schizophrenic reaction; the unfeeling exploitation of another by a sociopath; the regressive deterioration of organic brain disease; the last-ditch defense against the emergence of latent homosexuality; the misguided adolescent strivings for adult experiences.

An ordinary cough can be a symptom of a slight cold and of advanced tuberculosis. Therefore, it is of great importance to use all available examinations to determine the illness which brings as one of its manifestations a cough. A diagnosis used to be an identifying label with a static, permanent connotation (schizophrenic, sociopath, etc.) The modern concept of a diagnosis is an inventory of assets and liabilities; the diagnosis recognizes the conflicts inside and outside and the ways which the individual utilizes to cope with these factors (coping mechanism or defense mechanism). We look for forces working toward reintegration and recovery, as well as the forces working against it.

We look for intellectual resources, and we look for such things as:

1. Ease of social interaction
2. Capacity for pursuit of realistic goals
3. Fulfillment of biological needs, such as childbearing and rearing
4. Satisfying sense of social belonging: sensitivity to the needs of others.
5. Feeling of adequacy in social roles (particularly sexual)
6. Optimal balance between independency-dependency, rigidity-plasticity needs
7. Capacity for utilization of essential creativity
8. Capacity to accept deprivations and individual differences
9. Conservative handling of hostilities and aggressions
10. Identification with ethical and moral values
11. Adaptability to stress (homeostasis)
12. Healthy acceptance of self.

Considering first those forces or circumstances which seem to work against improvement, we ask ourselves such questions as these:

- a) Are this patient's prospects for improvement pre-limited by unalterable factors such as organic defect, developmental lag, advanced age, progressive physical disease?
- b) Are the patient's prospects for improvement impaired by conditions unlikely to be altered, such as irreparable loss, psychological rigidity, various physical diseases, actual guilt, or realistic economic and other fears, legal entanglements?
- c) Does the patient's life history indicate that his aggressive impulses are extremely difficult to deflect, modify, or placate?
- d) Is the patient's narcissism so extreme as to preclude object attachments? (This often handicaps therapeutic relationships.)
- e) Are the indirect satisfactions from the illness enough to impair motivation for being treated?

- f) Is there conscious acceptance of self-destructive intent?
- g) Is the "ultimate" environment to which the patient returns a frustrating, corrupting, overwhelming, or otherwise harmful one?

Concerning the forces and factors which seem to be on the side of recovery, working toward improvement or capable of being exploited in therapy, one asks oneself such questions as these:

- a) How much does the patient's pain (anxiety, apprehensiveness, depression, guilt feelings, excitement, shame) motivate him to seek a more favorable compromise? Cf. item (e) above.
- b) Opposed to the positive pain referred to in the preceding question, how much does he sense painfully the loss of satisfaction?
- c) A large factor in treatment depends on the patient's intelligence; how well endowed is he in this respect? How accessible to reason, re-education, counsel is he?
- d) Does he show some propensity for acquiring and using transitional love objects other patients, aides, nurses, physicians, others?
- e) Are there latent capacities for recreation, and if so, are they likely to be for narcissistic, libidinous, or aggressive expressions?
- f) If self-punition is a marked feature in his symptomatology, is it susceptible to the substitution of symbolic forms of penance or realistic restitution?
- g) Is there evidence of undeveloped potentialities for creativity and healthy living?

(Items c, d, e, f, and g imply the presence of intact areas of functioning which might be extended by and through treatment.)

- h) Is the home situation or other "ultimate" environment to which the patient returns attractive to him?
- i) Is the patient's temperament essentially optimistic or pessimistic?¹

V. The Center in Action

The main function of the Center is to provide a thorough evaluation of all felony offenders sentenced by the district courts in Kansas, so that these individuals can be assigned to the institutional program designated to most of their needs. Secondary functions, based upon the assumption that the first contacts with the penal system are most important, would be to begin rehabilitation immediately by properly orienting the men and making the reception period a positive experience for them. The prisoners are assigned to the Center for approximately sixty days and examined by professional personnel, including psychiatrists, psychologists, social workers, educational advisors, and chaplains. The correctional staff has been properly educated, and has become an integrated part of the clinical evaluation furnishing clinically precious observational data.

The essential first step in the development of a true understanding of the reasons for an inmate's criminal behavior, along with an evaluation of his strengths and assets which can be used in an effective treatment program. We are concerned not only with what is wrong with an inmate, but also we assess his assets and potentials for future growth.

¹ Karl Menninger, et al. The Vital Balance. The Viking Press, New York, 1963, Pages 328-29.

Under the Kansas Law, the trial judge may modify a sentence within sixty days after its imposition to grant probation or to suspend sentence. Through this legal procedure, it is possible for a judge to refer an inmate to the Center for evaluation. A psychiatric diagnostic report is submitted to the judge, who can order the inmate's release to a program available outside the prison system. Great emphasis is placed upon writing these reports in plain English and staying away from psychiatric jargon.

It is important to emphasize that all our evaluations are done after the prisoner has been sentenced. The Kansas Reception and Diagnostic Center does not perform any pre-trial evaluations.

By April 1, 1964, the total number of admissions referred for diagnostic evaluation was 514. One hundred forty (140) inmates were sent to the Kansas State Penitentiary at Lansing; 179 were sent to the Kansas State Industrial Reformatory at Hutchinson. These prisoners left the Kansas State Reception and Diagnostic Center with very detailed treatment and rehabilitation recommendations. Seventeen (17) prisoners who were referred for pre-parole examinations by the Kansas State Board of Probation and Parole were granted parole by the Board as the result of our recommendations. Thirty one (31) prisoners were sent to the Larned State Hospital. The Larned State Hospital has a special unit designated for giving treatment to mentally disorganized prisoners inside the prison system. Nine prisoners were put on probation and sent to two Kansas State hospitals, one at Topeka and one at Osawatomie, for psychiatric rehabilitation outside of the prison system. Forty five (45) prisoners have been returned to the courts and granted probation as a result of our recommendations to the judges. These prisoners have been returned to their families for employment, for special professional counseling from local mental health clinics, family guidance agencies, and private counselors. In the case of a few younger inmates, the primary condition of probation has been that the individual re-enter high school. Fifteen (15) prisoners were kept in the Diagnostic Center on a trusty or permanent party status upon the recommendation of the professional and correctional staff. These were selected prisoners who presented excellent conditions for rehabilitation at the Center, and at the same time they have skills necessary to help the professional and correctional staff in their work.

From this very brief review it is apparent that district judges already utilize the services of the Center to provide treatment programs not available in the past. The Center has been examining prisoners from inside the prison system in order to assist the Kansas State Parole Board in their decisions in regard to granting paroles. Many prisoners have been examined in the Center upon the order of the Director of Penal Institutions in order to implement a treatment program at the special unit in one of the Kansas State hospitals designated for the treatment of prisoners.

VI. Where Do We Go From Here?

The basic philosophy of the Center is to provide services for the existing prison population by means of diagnosis and treatment recommendations. The other service is given to the judges by assisting them in a better understanding of why the prisoner did what he did. The third service is to assist the Parole Board in a better understanding of the chances of the prisoner to make a successful adjustment outside the prison system. It is assumed that the Center will examine all convicted felons, around 1250 per year, and accumulate scientific research data in regard to scientific rehabilitation of the offender.

Our experience at this time demonstrates that large prisons will hardly bring successful rehabilitation. We feel comfortable to recommend at this time a minimum custody rehabilitation center, with a professional and correctional staff, for younger

population with a goal of vocational and emotional rehabilitation. We also recommend a medium security rehabilitation center for younger and middle age population who need more structure and control over their impulses. We seriously take into consideration the existence of a small maximum security prison for the offenders for whom science has not yet found an answer. Physicians with their medical tradition of accepting the fact that some patients cannot be cured, or that they will die, in spite of all modern surgical and medical knowledge, must assume that also in the field of rehabilitation or "cure" some people will not get well, and they will have to be kept in an environment secure enough to protect society from such individuals.

Our experience with providing excellent medical and dental care for the prisoners brings a conclusion that there can be no psychiatric-correctional environment without a general practitioner who will take care of the physical health of the inmates, with all possibilities for consultations and all medical specialties.

VII. Women Inside the Male Prison

In the Diagnostic Center at Topeka, women enter the compound and work as secretaries, nurses, social workers, and physicians. Our two years of experience shows that the female inside a male prison of this size is contributing a great share to the social rehabilitation of the prisoners. Our prison population behaves around the women ("dames") in a most gentleman-like way with great kindness and courtesy. Many of them expressed thoughts that since women belong to the world outside, having them inside brings the outside world closer to them. The professional women working with male prisoners reported that the relationship of the big, muscular, all tattooed ~~men~~ to them is very much like a child to a mother.

VIII. The Offender and the Community

The community has a traditional point of view about crime. They think that crime is wholly an expression of evil in the mind of an individual, and that the only way to handle it is to devise a punishment proportionate to the seriousness of the crime. They do not yet know that much crime arises out of maladjustment of inadequate or disorganized individuals faced with problems that most ordinary people can solve without resorting to crime. Secondly, the fact that such individuals can be rehabilitated is not a piece of general "common sense," just as the fact that most mental patients can get well is not yet a piece of "common sense". Thirdly, people in general become frightened of criminals and become very angry with them, and conditions in their own community threaten to get out of hand. Finally, certain crimes may arouse psychological conflicts in otherwise law abiding citizens because of secret admiration or vicarious enjoyment of the offense, and the result is a strong wish to retaliate. A good example of this can be seen in the public's response to "brilliant" robberies, or its attitude toward sexual indiscretions of well-known people.

The professional and correctional staff at the Center are very much aware of how much pioneer work will have to be done to introduce some changes in community attitude toward offenders. It is fair at this point to draw an analogy to the problem of educating the people of Kansas in regard to misconceptions about mental patients and mental illness in the early 50's. The entire staff of the Center feels confident that the people of Kansas will accept the modern reforms in the penal system with the same attitude as they accepted the mental "problem"; however, it will be hard pioneer work.

IX. The Physician's Role and Progress

It is not unique that the physician finds a medical issue in the non-medical

problem. Physicians have been at this point before. In the thousands of years of medical history physicians had to fight two major battles, and their concern about the prisoner presents the third battle. Early concepts of the nature of physical illness were basically religious. It was the battle on the part of ancient physicians to combat the religious prejudices of the time and make physical illness something that could be understood in terms of natural phenomena rather than in terms of religious or supernatural phenomena.

The second great battle the physicians had to fight was over what is called mental illness today. Only a few hundred years ago people were burned at the stake for witches for conditions recognized today as psychiatric. Physicians had to battle in courts against the notion that people seemed possessed by devils or were being punished for their sins.

The idea that the criminal behavior can be understood and can be treated other than by severe punishment remains the third battle ground for the physician.

It is a very hopeful sign for victory in the third battle that an increasing number of younger, psychodynamically trained psychiatrists have been willing to work in correctional settings and apply the same dynamic methods of understanding and treatment to offenders that they use in the hospitals and outpatient clinics.

It is worthwhile also to mention a trend which is small at the present time, but potentially it can be of greatest importance. This is the beginning recognition by state boards of health that the psychological conditions within prisons are just as much a health problem as the sanitary conditions.

Physicians have a tradition of thousands of years of concern for the individual, a concern for him independent of his politics, independent of his race, independent of his side in war. They stand in a sense sentinel for some of the basic individual rights of people. Physicians can play a crucial role in the difficult years ahead, not only in the reforms of criminal law and in the handling of delinquency, but in helping society recognize that even criminals are human. If physicians accomplish this, they will be making a real contribution in the broader battle against man's inhumanity to man.²

² Joseph Satten, M. D., Director. Social Psychiatry, Menninger Foundation, Clinical Trends in Criminology (Rough Draft). All of Section IX was taken from this source.

PRISON IS A PART OF YOUR COMMUNITY

by

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"Out of sight, out of mind," is an illusion that frequently conceals and delays solution of many social problems. Just as in the case of the housemaid who sweeps dirt under the rug, such a solution applied to a social problem is bound to have repercussions. Public opinion, though changing now, has long assumed that sentencing of a criminal was the final scene in the drama of crime and punishment, but we who are engaged in carrying out the sentence of the courts know that, in reality, this is the opening scene of a new opportunity to correct the errors and repair the defects in the tragic human criminal by-products of our way of life. To an unthinking, vengeful public, the forceful strike of the judge's gavel concludes a problem. To the penologist and related workers, this is the opening gun in a race to bring about reform during the time limits of the sentence, and we are a team sponsored by the community. I think that the definition of just what constitutes a community has been well defined, but to give the term "community" a personal meaning, perhaps it is well to remember that every human being is a part of a community. All of the facilities utilized by a community are likewise included in a broad sense of the word. These are such institutions as schools, churches, governmental agencies and, perhaps, most important the homes contained therein. So it can easily be seen that no person, whatever his status, can really escape community identification, be it as a beneficial contributing member or a passive one.

Without regressing to the beginning of man as an intelligent creature through a study of anthropology in depth, it is sufficient to say that relics of ancient man, until today, all exhibit maladjustment to some degree for some members in every community. Evidence of violence and murder are traceable even in the skeletal remains of the Peking man of some several thousand years ago. Relics of the expression of community wrath are also easily traceable. All of us can remember our school studies of various forms of punishment meted to the social deviant. Reform has been slow and perhaps will always lag behind other social advancement. Without a doubt, it required several hundred years to progress from the simple expedient of bashing in the skull of the errant Peking man, to the dungeon of the middle ages. However, a parallel diagram of other social or community improvements will show a startling difference in the rate of progress between all other social traits and those dealing with punishment of an offender. Changes in penal methods have been tragically slow. A big question now arises --and the answer would fill many volumes - Why?

To understand this difference in progress between social traits, one must, of necessity, resort to rather elementary visualization of the whole pattern of community progress. Let us begin with the familiar phrase known to all as the desired pattern of personal conduct - The Straight and Narrow Code of Conduct. Normally and erroneously, this is all too often visualized exactly as stated and that is the distance between two narrowly spaced parallel lines. This could be expressed as the flight path of a person from cradle to the grave. All persons are expected to remain within the space between the path lines in everything they do. This is called the acceptable code of conduct or the acceptable social norm. Acceptable to whom, one might ask. To society or fellow community members traveling along the path to its inevitable end, is

the answer. What is a social norm? A social norm is any practice which has come into general use by most of the people within a community. A distinction should be made here between a moral or acceptable social norm and one which does not meet with widespread or majority approval of a given community. A tragedy of modern day living is that an acceptable social norm or code of conduct need not necessarily be a moral one. To be acceptable to a community, an activity need only be condoned or participated in by the majority of the individuals within a community.

Now, we must face some facts, failure of which to do so is the cause of much so-called crime or social deviancy. There is no true fixed code of conduct or inflexible stone tablet of acceptable social golden rules. They change in an evolutionary manner, keeping pace with technological advances and acquisition of new scientific knowledge. Therefore, to view, or to teach a rigid standard in sociology is wrong. The path of life or the straight and narrow is not a diametrical one. Rather, it is a winding road with many turns and convolutions, but beginning with life and ending with death as normally visualized. It is time now to complete our true and correct picture of an acceptable way of community life. To do this, we must imagine what exists outside the acceptable path on either side. Let us assume that to the right, and over the bordering curved line, is the area which we will call the zone of criminality. To the left, and over the bordering line, is the zone of eccentricity. We will be happy, and honest, and accepted, just so long as we do not cross over either bordering line, but we may wander within the space between the lines and still retain acceptance or respectability, moving forward with the community group in all ways.

This is how we must live, whether we like it or not, unless we desire to invite a reaction of community thinking which has evolved in order to determine just how wide the acceptable path of life should be. This is called literally for the sake of description, "the wrath of society." Time does not permit a full explanation of how social laws governing both what is known as crime and etiquette, but a thumb nail version is just to say "current acceptable social norms." To keep civilized human identity always easily recognized, there are certain things that one may do or may not do to retain membership within a community. Those who depart from these, or step over the line either to the right or to the left, are promptly chastised.

If a deviant wanders over the bordering right side line, he has committed a crime for which many laws have been written and penalties prescribed. Incarceration is currently the major penalty here. Death by the bludgeon club was long ago abandoned. If a person or community member steps over the left bordering line, he or she is considered as having entered the eccentric zone. Punishment here is equally swift and certain, but in a different form than that meted to the criminal deviant. Society or the community first uses the punitive form of wrath known as ostracism; in other words, an eccentric deviant can expect initially only a mere "good letting alone." To be sure our picture of deviants is clear, let us review. A criminal is one who violates a law in such a manner as to knowingly damage or impair the general good of conformists. An eccentric deviant is one who steps over the line and performs an act embarrassing or repulsive to the community conformists, but not necessarily an act which is injurious. An illustration would be a man who chose to steal rather than work for a living on the criminal side. An eccentric would be an extremist in matters of etiquette or personal conduct. Perhaps all of us have seen, at one time or another, the odd looking person walking downtown on a hot, summer day, dressed

in heavy overcoat and overshoes. That is eccentric. Progressive forms of social reaction toward the deviant are counsel, psychiatric treatment, and commitment to an institution if needed.

This is a community on the march. We are in this march this instant and the penalties to deviants, whether it is you or I, will occur if either of us deviates. Now, what about community responsibility to the social deviant? Obviously, the eccentrics can be forgotten at this moment as belonging to another realm of sociology, however, we must ask about the criminal deviant. Since we of the community have imposed a penalty, are we to simply leave the man drifting aimlessly in the unconfined space of criminality, or do we have the responsibility of doing anything at all for those men incarcerated? If so, what is our responsibility? To teach a standard inflexible creed of "speak no evil, see no evil, hear no evil" in all things, with no room for flexibility, would be false because such a straight path of conduct would, at times, be in both the criminal or eccentric zones of social behavior. Therefore, it would seem that the prime responsibility of a community is to provide the means, endorse the policies, and participate in retraining criminal social deviants so that they might again become acceptable. Every facility of the conformist group should be utilized in this endeavor. These are, of course, our schools as a preventive measure, our churches as moral guidance, industry as a means of providing adequate employment and, above all, human compassion sufficient to allow full acceptance of the returnee from the deviant zone.

Summing up, all of this could have been said very simply. In order to follow current norms, one must be able to interpret changing events. This can be done only by academic training, vocational training, practice in these arts and, finally, an opportunity to conform through honest effort.

Only you, as members of a community, can provide all of these, and I think that it is definitely a community responsibility to make an effort to first prevent deviation, and secondly, to salvage fellow community members who have wandered from the conformist path.

Reaction Paper to Discussion Theme
COMMUNITY RESOURCE AND RESPONSIBILITIES
DURING CONFINEMENT
On Clergy and/or The Family

by
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Mr. Ranard layed some wholesome groundwork here when he states, "So it can easily be seen that no person, whatever his status, can really escape community identification, be it as a beneficial contributing member or a passive one." When he states, "A startling difference in the rate of progress between all other social failures and those dealing with the punishment of an offender", he is helping us to remember that we who deal with punishment must take the lead in helping the community to become more responsible. I certainly hope that one of the benefits from this conference will be a noticeable change in community attitudes toward offenders and in their methods of treatment of the convicted.

Now to a specific community area, namely the clergymen and/or the families. The clergyman may well play an important role to the confined person and he may also be an interpreter to the family.

The clergyman is a noteworthy resource person when gathering information about the convicted. The occasional letters which we receive from clergymen usually contain more than the usual information about a man. For his viewpoint he often displays unusual insights into the manner or causes of the convicted person's behavior. Law enforcement reports tend to see a convict as a violator and social welfare reports tend to see him as an irresponsible person or a drag on the family. The clergyman is more likely to see beyond the immediate acts of behavior and to report on the interacting factors which are the background of his deviant behavior. Very little real treatment can be given to a convict when we see only his deviant behavior. In our institutional admission summary and in our treatment program, we would do well to seek out the evaluation of the clergyman who had contact with the man and the family. Jailhouse contacts will be of little help in evaluating the person but they might be of considerable help in planning his future.

The clergyman often stands as a meaningful person to the confined. For this reason the institution should be generous in fostering this contact but at the same time very discerning about the meaning of the contact. The clergyman stands for qualities of love, forgiveness, kindness, a chance for a new start. He stands for what the confined person really wants to be. I think this is evident in the wishes that many men express, when they say, "I want to study to be a minister while here." Wherever the clergyman becomes this image, every effort should be made to develop closer relationships between that pastor and the confined. The clergyman is sometimes the one suitable person with which that convict, who has been cutoff from intimate members of the family can be identified.

He is a meaningful person in that he is a source of encouragement to the confined. This encouragement has to do with the problem of bearing his sentence, enduring the hardships of prison, often experiencing the loss of close family members by divorce, death, or rejection. He is also often an encouragement toward self-evaluation as witnessed by the fact that we often hear men say, "My minister told me . . ."

When a clergyman has had a meaning to the confined, his meaning goes on beyond the institution in that he is a prospective counselor. As one who may be able to keep in touch with the ex-convict, he should have some of the institution's knowledge and he should have some understanding of the institution, ways and methods of treatment of the discharged person. As a prospective counselor we would do well to think of the local clergyman as part of our treatment team so that he can maintain an ongoing, developing program with that person.

While the man is confined we attempt to reconstruct his values, sometimes his personality, his earning capacity and general adjustment. However, the man is usually not an isolated case but is representative of the family in which he lived. This means that there should be some restructuring of others, of the marriage, or whatever living situation to which the man will return. The clergyman is sometimes the one outside person who is both able to deal with the whole family problem and thus restructuring the man's environment as well as the man himself, for we of the institution have little or no contact with the home and society in which he will again dwell.

Mr. Ranard referred to a fact ostracizing a man is the form of punishment for his deviation. This, I believe, is a highly significant factor. Sensitivity to this ostracism runs very strong in the imprisoned and it is nurtured by the physical features of a prison, the walls and cells, as well as by the culture of the inmates themselves - yard culture. The clergyman represents an accepting group in the community. When the clergyman is accepting of the inmate, he gets some feeling that a part of the community is also accepting. The clergyman's acceptance of the family of the inmate, usually a family on the fringe of community acceptance, is a testimony to the man that he can be accepted by the church group in the community. It is highly significant, in my estimation, when a man can come to feel accepted by a clergyman.

The church group under the leadership of an understanding minister may sometime be the only source of new friends for a discharged prisoner. When we see this man having a problem with associations and feelings of acceptance by wholesome groups, we do well to think of the church with which he has some contact as a source of a new kind of friend who will be influential in his wholesome character development.

A church's standard of behavior often seems too much for the average prisoner to attain. The outside clergyman can be of great help in leading this man to feel that those same standards of behavior are truly obtainable by himself.

As stated above, the family is often somewhat deviant or eccentric in some way. The clergyman may assist the family by helping them to become aware of some of their own faults and weaknesses, most of which they have projected upon the inmate. The family is often wavering in loyalty and hope; the clergyman may be an important factor in encouraging more loyalty to the inmate. Most families are a bit at sea as to what course of action to take in the future. The clergyman is often the one contact which the family has in a well ordered world, and he may thus guide them in decision and in their future planning. He is also influential in helping the family to become a wholesome receiving group when release time comes.

This sounds quite simple and ideal. We are all aware that in our work there are always complications and difficulties. The chief difficulty here is that too many prisoners do not have a close association with a pastor. It is quite difficult to help to establish wholesome pastoral relationships when the two are strangers. The

institution should approach the matter of clergy contacts more from the point of view of future influence than from the point of view of security.

Another difficulty which I find takes place is that a man may have selected a church group whose social level of living and interaction is not that of his own person. While this kind of a relationship sounds good on the surface it may present some serious problems when the man endeavors to participate with this group upon release.

A third difficulty hinges upon the experience and academic background of the clergyman. Some denominations expect their pastors only to know the facts of the Scriptures. Such a clergyman is likely to categorize prisoners and have a rigid approach to their problem. Others, usually those of broad experience and extended training, are flexible enough in their approach that they can deal with the prisoner on his level. Our problem is to discern between the two pastors. When we make an error in judgment in the institution on this basis, we sometimes destroy some of our own program.

Mr. Ranard sees the prime responsibility of the community as (1) providing the means, (2) endorsing the policies and, (3) participating in restraining criminal social deviants. The clergy and church become an important factor toward this end. I hope the day is very near when we can make such greater use of this segment of society than we do.

THE COMMUNITY'S RESPONSIBILITY
TO CONFINED LEGAL OFFENDERS

by
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Imprisonment, at best, is a necessary evil. The "built-in" inconsistencies of our correctional system tends to foster those qualities in an individual that they seek to correct. During confinement, the prisoner is deprived of nearly all sense of responsibility. He is told when to get up in the morning; the daily routine is scheduled, and he has little opportunity to make decisions. Yet, he is expected to return to the community and become a responsible citizen. The institutional climate of opinion is, too often, one of hostility and, frequently, defiance, but the inmate must assume an attitude of compliance upon his release. While on parole, he is forbidden to continue associating with the very men with whom he lived so closely during his incarceration; and parole regulations often forbid him to engage in those activities which are considered a normal way of life for the average population. Finally, the very term "inmate" also illustrates the discrepancy between the thinking of the prison official and the community. Let me give you an example.

I was sitting in my car in front of the administration building of a large prison. Two inmates were working on the lawn, and obviously for my benefit one said:

"Joe, are we convicts?"

"No," replied Joe, "we are inmates."

"When we get out of here," the friend said, "will we be ex-inmates?"

"Heck, no," answered Joe, "we'll be ex-cons."

This illustration tends to point up the often overlooked fact that an offender really does not begin to serve his sentence until he is released. In prison he is somewhat protected, but when he returns home, he faces the wrath of the community. "If an ex-con attends my church," one woman said, "I will insist that my daughter withdraw her membership immediately." An average employer wants no ex-con working for his company nor is a released felon welcome in the average middle class neighborhood.

Further confusing our concepts of delinquency control are two traditionally diametrically opposite viewpoints which unfortunately still exist today. Despite the gains that have been made, society generally accepts those principles upon which our laws are based. These include:

1. Every "legally sane" person is a free agent who knows right from wrong and is capable of doing the right and refraining from the wrong.
2. A wrong against society is a willful crime.
3. The wrong-doer should be punished and pay his debt to society in keeping with the seriousness of his offense.

During recent years, however, there has been a growing trend toward the treatment of the offender rather than punishment and in the belief of social determination as a casual factor in delinquency. More specifically, some of these recent views include:

1. A legal offender is a person with personality problems, of which delinquency is a symptom.
2. Our social structure is partially responsible for and has a need for delinquency.
3. Imprisonment, as we know it today, is harmful to the inmate's personality and may result in irreparable damage to him.
4. The judiciary's responsibility should end with the determination of a person's guilt. Rehabilitation should be the responsibility of a separate, professionally trained treatment agency. More specifically, my point is that law enforcement officials are not equipped to provide treatment. This well might remain the responsibility of prison personnel and probation and parole agents.

It is only upon the acceptance of the latter concept that my proposed program of community responsibility can be substantiated. Unfortunately, at the present time, there is a dearth of specific information on the causes and treatment of delinquency. Psychiatrists have tended to classify the majority of delinquents as "psychopathic personalities" or "character disorders." Few psychiatrists have worked intensively with this group over a long period of time, and social workers have "shied away" from functioning in an authoritarian setting. It is the contemporary consensus of opinion that delinquents act out their conflicts while neurotics tend to turn them in upon themselves, thus developing their neurotic symptoms. It also seems evident that the delinquent ordinarily has little insight into his problems nor does he have a desire for treatment. He seldom responds to known therapeutic techniques, or he fails to continue treatment over a reasonable period of time. Nevertheless, we have learned enough about the legal offender so that many modern techniques can be used within the institutional setting, and the community can develop programs and lend support to legislation that will reach many more inmates than we are reaching today. Hopefully, this should enable them to make a more satisfactory adjustment upon their return to the community.

When one realizes that the total responsibility for delinquency does not rest with the delinquent himself, it then becomes imperative that we take a look at our social structure and at those community attitudes which tend to increase our prison population rather than to decrease it. One might compare the personality and aggression of the present day legal offender with those men, such as a Daniel Boone and a Davy Crockett, that contributed much to the settlement and growth of this country. We might ask, "Is it not the same energy, aggression, and need of self expression found so often in legal offenders that really contributed to the greatness of our nation during those days when there were always new frontiers to conquer and new settlements to be made?"

It has not been my intention to minimize the importance of custody. In fact it is my view that an effective administrative structure must provide for minimum, medium, and maximum security institutions. The role of authority is an important one, and we must realize that there will always be a percentage of offenders who will not respond to treatment. Our present knowledge of the delinquent's personality tends to substantiate the contention that the use of authority and segregation from society are essential, particularly in view of the disinterest in treatment by the "delinquent personality." This does not suggest that delinquency control reform is contraindicated, but rather it manifests a need for intensive study into the causes of delinquency and the development of an effective treatment program, both within the institutions and in the community.

Now let us think together about some of the contributions that can be made by professional and lay groups within the community during the offender's confinement. It is imperative that some liaison be maintained between the prisoner, his family,

friends, and associates. Frequently, distance, finances or hostility may make it difficult, if not impossible, for the prisoner to have visitors. Many social agencies such as the John Howard Society, the Salvation Army and the Volunteers of America, have filled this gap within the limits of their resources; but this kind of service, most frequently, is available only to inmates of those prisons near large metropolitan areas. Nevertheless, most communities are served by professional social agencies that can provide this kind of service. Even those with insufficient staff to provide a direct service can enlist volunteer assistance from civic groups and lay citizens who, with proper supervision, can help to maintain this liaison. Unfortunately, it is impossible in this brief paper to give a detailed account of the kinds of service desperately needed by inmates who are unable to handle their business affairs or to keep contact with their families or others in the community. A great deal of help is needed, however, in strengthening communication between the inmate and his family. The wife can be encouraged to visit her husband. Frequently, the inmate needs help in completing his business affairs, in storing clothes left behind, in locating missing relatives and friends or he may be in need of assistance with pre-release planning. If he can gain a relationship with a substantial member of the community and know that both emotional and financial help is available for him when he is released, he is more likely to return less anxious and less hostile. Finally, assistance with employment planning frequently is needed and appreciated by the inmate.

One of the most important areas of service relates directly to the welfare of the inmate's family. Many families, with the husband incarcerated, are faced with serious financial difficulties, conflicts regarding their relationship with the inmate during his imprisonment or upon his return to the community and are confronted with the criticism of the community. Private social agencies have a distinct obligation to these families as well as to the community in helping ameliorate these problems and conflicts. But unfortunately, social workers have been reluctant to devote their time or expend their energy in providing service to this group.

The climate of opinion among the general population is one of the most serious problems. Here, preferably under the direction of professionals, civic groups can do a great deal to help provide a more understanding and informed opinion among the general population. So frequently, little is known about crime, its cause and implications, except what is learned through the news media, television programs or magazines. It seems fitting that during this year of "war" on segregation and poverty, that we also initiate a "war" against those attitudes in the community which encourage rather than discourage recidivism. Time will permit me only to comment that the method should be one which encompasses sound community organization principles directed by well-informed, professional social workers and supported by the community's most responsible citizens. Many groups within the community would profit by using speakers equipped to discuss this most important subject and by participating in activities that would encourage an enlightened attitude toward the legal offender -- an attitude which would support him during his readjustment after his release from prison.

Thus far, we have considered some of the major concepts of delinquency control that might be provided within the community during a legal offender's confinement. In conclusion, I would like to delineate some of the "indirect" contributions that can be made which, in my opinion, should prove beneficial to the overall program of delinquency control. These will not, in fact cannot, be accomplished until the general public becomes more aware of the magnitude of the delinquency problem and begins to more clearly see its role in "the war against crime." These, then, are my suggestions:

1. The community can lend support to a program which will enable the institutions to have sufficient funds and qualified personnel to offer the best possible

service to its inmates.

2. Support can be given to legislation which will provide the institutions with regulations of sufficient flexibility to enable them to utilize the most recent methods and techniques in the treatment of legal offenders.
3. A community program can be instituted, utilizing the relatively new instrumentality of social research, which should help in the development of newer and more effective treatment methods within the community.

I have tried to convey some of my thoughts regarding the community's responsibility to the legal offender during his confinement. Although new techniques have been developed and many groups are contributing to the "war on delinquency," we can do more much more!

Reaction to the paper presented by R. E. Ranard

PRISON IS A PART OF YOUR COMMUNITY

by

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John Howard Association
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Mr. Ranard's statement "Out of sight, out of mind," is indeed an appropriate description of the public attitude toward the persons incarcerated in our prisons. The appalling apathy of the private citizen in supporting prison reform and the apathy of our legislators in understanding the need for therapeutic programs for inmates testify to such attitudes of rejection.

Those of us in daily contact with the inmates in our prisons and with the administration of our prisons are aware that roughly 98% of all incarcerated persons eventually return to the free community. And we know that if any major readjustment in the attitudes and/or behavior of the inmates is to be brought about it has to be initiated while they are in custody.

In Kahlil Gibran's classic philosophizing in "The Prophet," he speaks of "those who have committed a wrong among us," he says of society "you are the way and the wayfarers. A single leaf turns not yellow, but with the silent knowledge of the whole tree." It is important for us to recognize, to acknowledge, and to ponder the fact that the very same culture which has provided the means of producing wardens, sociologists, and social workers, has simultaneously provided the means of producing the population residing in our prisons. The society is the same society! Bordering our own homes filled with warmth and love, replete with food and morality, anchored with stability and finely honed education, we accept and condone the brutal slums, hunger, immorality, disease and deprivation. It is we, private individual and conglomerate community, who permit and in fact nourish these conditions.

The social misfit who enters our prisons is our responsibility, equally as much as the skilled surgeon we acclaim, and the creative entertainer we applaud. If anyone has the responsibility for correcting the conditions which produce our criminals, it is you and I. If anyone has the responsibility for helping the inmate to accept a different way of life, it is also you and I.

How can we hope to reach or affect these frightened, bitter, angry people we lock up in our penitentiaries? What resources have we to bring to bear while these unfortunate outcasts are serving their time?

First of all, we can take steps to assure that our courts are beyond reproach; that our sentencing techniques are modern, humane and uniform.

Secondly, we can help to ensure that our long-suffering wardens and their staffs are relieved of the enormously over-burdened populations they oversee; the twentieth century tools of rehabilitation, modern classification techniques, and greater use of minimum security facilities must be vigorously supported.

Thirdly, we must appeal to legislators to vote our prisons adequate funds for programs and necessary equipment in order to salvage what is salvable among the inmates; equipment that is modern; instructors and counselors who are competent, professionally qualified and adequately paid. Furthermore, inmates must be offered some practical guidance and constructive help as they depart from the bastilles

whose walls affect those outside as truly as those within.

We must make certain that staff with responsibility toward our socially deviant members are dedicated, qualified individuals.

Lastly, we owe it to all members of our society to see to it that the cleverer criminals in our midst, those persons who have infiltrated our industry, our government, our entertainment world, and who have the ultimate in legal counsel to protect them when they come to court and who practically never appear in our prisons, are properly apprehended and brought to justice.

Our communities have resources for all of these responsibilities. What we still lack is the willingness, and the honesty to face our own responsibility, the initiative to take the first necessary step, the willingness to cultivate attitudes we recognize as desirable in others, the stamina to face minor defeats to the end of eventual success.

Our Association maintains certain traditional prisoners' aid services of interviewing inmates in certain of our state prisons shortly before they are discharged and aiding them to make more realistic plans, assisting with individual and social problems and those directly related to their families. We also counsel with inmates during their entire incarceration especially tangled family situations that were present when they entered prison. The JHA does not duplicate or supplement the services of any other agency. Close contacts with both prisoner and correctional services make our interpretation function valid and, at times, convincing.

If time permits during the question period I might give numerous other examples of ways and means to interpret prisons and prisoners to the public, but one of our recent, most successful efforts we called, "A Prison Educational News Safari." A number of reporters from newspapers, radio and TV were invited to share with me an annual visit to one of the major state prisons and to a Federal institution located in our State. Entrained together by special arrangement; thoroughly briefed in advance on background material; greeted formally by the wardens; given sufficient time in properly controlled environment, these reporters rose to remarkable levels of interpretation and evaluation in depth of the institution programs and goals. This was an artificially created situation where the press group was mutually stimulating but individuals were also provided special opportunities for exclusive interviews.

We have stimulated public discussion of the need for increased social and psychiatric services attached to courts with some success.

We have advocated the development of minimum security institutions, full-time professional parole boards, conditional release prior to discharge for those who have been passed over for parole, half-way houses and intensive parole supervision with small caseloads.

The point I hope I am making is that we have a continuous positive and creative program directed at public education. We are not passive but reach out both to prod and to support mass media in doing their job of interpreting corrections. We do not wait until someone escapes from a prison, or for one inmate to kill another, before we try to interpret what is happening in corrections, or what we think should be recognized as good, or yes, even not so good.

If we want the public to know what is going on, or what ought to be, tell them what is going on and what is needed. We cannot expect the public to learn this by

an occasional visit to the institutions or through reading the ordinary crime story. We are all charged with the responsibility of being salesmen of a modern correctional program. If we fail to sell our cause we cannot expect to obtain adequate public support.

Community Responsibility for Social
or Prisoner Welfare: An Overview

by

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We in the corrections profession seem indeed a defensive group. By defensive, I mean that we tend to be passively apologetic for our professionalism, often as a reflection of insecurity with regard to our abilities to do our jobs. I suggest that this insecurity is reflected, in part, by our perceived need to devote this relatively high level conference to delineating community responsibilities to our charges during confinement.

I hold, for example, that the institutions and inmates we represent here are integral parts of the states and communities in which they are situated, and, as such, are entitled to the community acceptance, fiscal and emotional support, and publicity afforded any other public agency in the locale. I deplore the archaic notion that convicted felons are sent to us essentially to be kept out of the "collective social hair" for the period of their sentences. Though authorities vary somewhat on the point, I believe that we can agree that more than ninety per cent (90%) of convicted felons will ultimately return to society, and, if the forestated notions hold, incarceration will have done little more than drain from tax resources. Nevertheless, the vindictive, indifferent, ostracizing attitude seems to exist among citizens in varying degrees in almost every community today.

It would be extremely unfair and short-sighted, however, to accept this dour picture and not to recognize strides that have been made toward overcoming this apathy. The new awareness that is evolving with advances in behavioral and social sciences has brought our rehabilitative aim into the conscious of an informed majority of the citizenry of these United States. Many institutions, in fact, have reached saturation points with regard to recognizing the rehabilitative need, but remain impoverished in terms of facilities and personnel with which to carry it out. Much of our citizenry seems aware of the need and the aim, but still wants for the motivation to actively participate in overcoming the obstacles to implementing the process. The third, and possibly most interested faction, the inmate populances, propagandized but not provided for, tend often to despair more in this situation than when they knew not to expect benefits from confinement, and the breach between their and acceptable social attitudes is widened as a result. Progress is being made, but much remains to be done.

I hope to proceed in a somewhat more general vein than those who have gone before, and summarize inmate needs and attitudes, what is indicated to be done, and some things now done, in an attempt to gain some foresight of trends in the larger picture for corrections.

While it is never entirely safe to generalize in these matters, there are certain life features which seem more or less characteristics of populations of penal institutions. For example, we can say that the majority of person with whom we are charged are not neurotic cases but conduct disorders, in the senses that they act out, as opposed to internalize, their problems, and that the superego, or, roughly, conscience in these disorders is too weak, while the neurotic's is

often too stringent.

Personality-wise, we know this individual as an emotionally immature or infantile one, incapable of strong, deep-seated emotional attachments, without, apparently, a real sense of responsibility; this is often reflected in tendencies to lie, for example, with or without provocation. He, or she, generally fails to profit from experience, and usually rationalizes to excuse himself from blame. While some authorities consider this general condition sufficiently grave to qualify as a psychosis, it is not so by the social or legal criterion, which is an important contributory factor in the high probability of his ultimate confinement in a penal community.

Many authorities consider the socialization process and social environment of the individual a more important, though not unrelated, factor in conduct disorders. The social organization, or lack thereof, of any particular neighborhood has been found to play an important role in the types of conduct that emanate from or occur within it, and the group which accepts or demands antisocial behaviors - the criminal sub-culture - is that with greatest chance per case of having produced a criminal. Here, incidentally, is an aspect of criminality, though often pre-confinement, that the community might alleviate much more appropriately than waiting until, during, or after confinement.

And how are these convicted felons handled? As a rule, they are confined for more or less specific periods of time. But more than that, they are ostracized by society, placed in disciplining security institutions, and provided for by better - than - minimum facilities in terms of sustenance, social, and recreational needs. In short, we deter, hopefully, by confining them to separate, protective communities, providing some education and less re-education, and hoping that the training will be good enough and the time onerous enough to stay them from further antisocial deeds. Our prohibitive recidivism rate, however, makes it rather apparent that this purpose is not being served adequately. Interestingly, this system was established and is regulated, almost without exception, by persons who neither have served nor are likely to serve correctional time. In their perception, no doubt, the system as described would serve a deterrent function, for them, at least, but, inasmuch as the importance of punishment, education, etc., lies in the perception and reaction of the punished, educated, etc., we must ultimately evaluate correction in terms of the inmate. Should we, for example, expect that an emotionally immature individual would re-evaluate his attitudes in an atmosphere of protective supervision, albeit he may vehemently verbalize his dislike? Can we anticipate that a person so lacking in self control features will improve from any length of time spent in the externally imposed control of stone walls and steel bars? Will responsibility be learned when all things needed are gratuitously provided? Even if the experience of confinement is negative, will it affect persons for whom experience is, at best, a transient thing? Will a person accustomed to rationalizing not be able to excuse himself from blame for his onerous circumstance, rather than looking inside for the cause? Will a person whose social and group circumstance have always been sub par by society's standard change in an atmosphere of others of the same lot? Doubtful. Very doubtful, to be sure. In fact, the systems as we know them must appear seriously lacking upon inspection, and such features of correction as recidivism rates, management difficulties in institutions, and so forth, must be taken to point up this lack rather dramatically.

Now it may be seen that, to this point in my talk, I have been rather successful in, or at least intent upon, evading the issue at hand - that of

community responsibility during confinement. Quite the contrary, though, I fully intend to lead up to what I consider the ultimate in community responsibility, that being unqualified acceptance and support, manifested by taking an active part in the rehabilitative program of any and all correctional institutions. This because, again in terms of the ultimate, I believe that, at some point in the future, correctional institutions will have lost those features by which we now identify them, and will be agencies of re-education and social readjustment, as opposed to the vindictive and retentive functions they now serve. The future holds, I believe, encouragement where now there is indifference or hostility, responsibility where there are now walls and bars, treatment to replace maintenance, and, hopefully, rehabilitation instead of recidivism. Men and women will, in short, be taught to want and to live a socially compatible existence, where now they become embittered but passive wards of the state.

Nevertheless, it cannot be doubted that, if this projection is to become reality, complete and unequivocal support from the community will be required in all phases. The community will evolve to be an accepting, interested party in making social successes of the errant or irresponsible, rather than the ostracizing, indifferent, or even hostile element in the perceptions of these social burdens. However, neither can any of us be so naive as to consider this goal to be immediately forthcoming, soon to be realized, or even well begun. Thus it is that, at this point in time, we must concern ourselves with steps along the road to enactment, though we shall see that even these steps relate directly to community awareness, acceptance, and interest, and that any program meeting this criterion is justified in terms of the desired end.

While many, perhaps most, institutions offer tours periodically for the general public, this yields a rather one-sided benefit. Visitors, it is true, become somewhat better acquainted with existent conditions, but the inmates experience contact vicariously at best; and the brevity and lack of preparation do little to allay the sensationalism which detracts from the contact value to be obtained. Nevertheless, this exerts some educational influence and seems warranted in most cases on these grounds alone.

More valuable still are programs which encourage direct verbal and emotional interchange between citizens and the inmate populace. Visiting privileges, as relaxed and spontaneous as security can permit, are beneficial along these lines, as are, within limits, privileges of correspondence. Even more to be desired is public participation in such activities as Alcoholics Anonymous, school, chapel programs, and citizens' committees in the institution. Contingent upon control or security factors and inmate attitudes, however, these can lead to impositions upon these citizens who participate which will create a negative attitude toward the overall program, and so they must be enacted and carried out with caution.

Inmate ball clubs, debate groups, or drill teams may profitably be permitted to travel from the institution to play or perform in cities more or less proximal to the institution. Proper selection of inmates to participate and the minimum security needed to insure acceptable performances on their parts will pay dividends in terms of public acceptance of the inmate populace as well as the inmates' acceptance of responsibility and learning to establish positive interpersonal relationships.

All of these programs are, of course, most directly feasible for honor camps and trusty installations, but should certainly be encouraged, within limits, in

and from the security-oriented institutions themselves.

One program in particular of which we at KSIR are proud is our recently enacted "Operation Teenager". The idea for this program was gleaned through the penal press exchange and from the Georgia Industrial Institute, and was spearheaded at the reformatory by Chaplain Joe Bayles. It involves five speakers and a moderator, all minimum custody inmates, who travel about the state to high schools, junior high schools, and colleges to present, in their own words, their ideas on the personal and social problems which led to their convictions. It has been my privilege to work and travel with this group from time to time, and I can state that I have never seen any program from any institution work such benefit as this. The rapport, for example, is wonderful - the student assemblies invariably are attentive and experience a real emotional involvement in the program. This is neither an authoritarian nor a moralistic lecture, but a simple account of personal experience by their peers, and one with which they are able to identify and, thus, appreciate and profit from. Should this seem an attractive program for your institution's use, by the way, further information can be obtained by writing KSIR to request some.

All of these programs have genuine informative and educational values for both communities and inmates involved. As such, they contribute to inmate rehabilitation and consequent greater social welfare in a very direct sense. These are types of programs which, with continued expansion and revision as needed, will carry corrections to the ultimate in treatment-oriented penology. Hence, this merits rank as the prime community responsibility in terms of social and prisoner welfare, and, I am certain, will make the task of the community less tedious, because it will pay dividends beyond any known to date as remuneration.

Suggested Further Reading

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REPORT ON PROGRESS AND PROMOTION OF A COUNTY
WORK RELEASE PROGRAM (WISCONSIN'S HUBER LAW)

by

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The problem of what to do with people in our jails and prisons has always been with us. The waste of skills, abilities and of the manpower potential of those confined should be of serious concern to anyone who has any connection with or interest in our economy or welfare. I do not suppose that we will ever find a program or procedure that will satisfy or meet the objections of those who are looking for the complete answer to the problem of what can be done for the people in confinement?

Rehabilitation, correction, changing of attitudes, improvement, or assisting the individual to lift himself by his bootstraps is the aim. The proposals to conquer the problem are widely divergent, but I do feel that the progress made in helping, changing, or rebuilding people who have been fortunate enough to have been confined at a time and place where a work release program has been used with judgment and discretion, cannot be lightly passed over. The history of use and the evident success the program has achieved in those areas where it has been used, not as a "Cureall" for everybody involved in the program, but as a means of doing the most effective good for those selected to participate in the program, is the primary motivation in recommending that some form of work release from jails be initiated.

We have gone through the stages of being horrified by conditions, viewing with alarm the failure of corrective jail confinement, and explosions of sympathy for the unfortunate. Our jails have been subjected to criticism even though we do the best we can with the tools we have, and with the jail facilities provided.

Perhaps the greatest problem created by jails is the moral and physical deterioration of its inmates through idleness. In this respect Wisconsin's State Board of Charities and Reform in its report in 1873 made the following declaration:

"Here are scores and hundreds of men, some of them young and in vigorous health, who are compelled to spend from a few days to a year, and sometimes two years, in absolute idleness, while the tax-payers of the various counties are supporting them.

"What a waste of labor! What an injury to the men themselves to keep them in a state of enforced idleness! What an unwise expenditure of public funds to support healthy, able-bodied men in such idleness!"

Many terms have been used in describing jailing procedures throughout the years, such as, locked up, sentenced, committed and held, and the most recent to come to my attention, "warehoused". In many jails prisoners are stored in jail facilities for the term of their sentence without much attention to the effect this type of sentence has on the individual. We cannot deny that jails are necessary. Nor can we close our eyes to the fact that jail detention is and will continue to be a problem in the administration of justice.

The need for maximum security for prisoners awaiting trial or sentencing is evident, and in most cases justified. However, the problem of the misdemeanant sentenced to one year or less in the county jail should bring to our attention the need for a program other than the warehousing or storing of these individuals during the period of their sentences, while they wait in idleness for their release from jail.

Recognition of the need to effect a change in attitude, hopefully toward improvement of the individual, results in recognition of a need for a constructive program during the period of the sentence. Any program at the county level, for sentenced prisoners, can be difficult because of the varying needs of the individual sentenced, and the varying length of the sentence.

If a program at a local level is to succeed with an individual, the greatest possibility of success will be realized when the individual is confined in an environment where he can be improved. This improvement of the individual is most possible when he comes in daily contact with individuals who accept their social responsibilities, both family and economic, and who desire to maintain their independence by continuing in their jobs and supporting themselves and their families. We deal in the abstract rather than the concrete, as any changes accomplished are in the mind instead of the body.

In 1957, a judge with many years of experience expressed the view of many of his colleagues on the values of the Huber Law when he wrote:

"The first aspect to be taken into consideration would be the advantage to the community. It is a well-known fact that when the wage earner in the family is confined to a county jail for any extended period of time, the family, in most cases, must seek outside assistance. The usual source of this assistance is the local welfare department, and the amount of assistance given, of course, differs from family to family. When a prisoner is confined under the Huber Law and is able to earn his usual wage, the need for assistance from the Welfare Department is either reduced or eliminated and as a consequence, over a period of time, the use of the Huber Law results in a considerable savings to the taxpayer. From the community standpoint, it must also be remembered that some of these men are skilled workers and while in confinement they are unable to produce capital goods or wealth. In a single instance this may seem negligible; however, when multiplied by the number of persons nationwide in the county jails, the loss to the various communities in the country would in total amount to a very sizeable figure.

"The second aspect is the prisoner's family. It must be remembered that many of the prisoners sentenced under the Huber Act are misdemeanants rather than the truly criminal type. When the prisoner is allowed to continue in his routine daily occupation and only confined during his off-hours, this type of sentence then, in effect, by its very nature tends to put the emphasis on the treatment and corrective aspect of his sentence rather than the punitive aspect, thus tending to reduce the stigma which usually falls on the prisoner's family.

"The last aspect is to the effect on the prisoner himself. There is no question but that the idle time that is the lot of all prisoners confined where there is not worthwhile work is distinctly harmful both from a physical and mental standpoint. Any system that would eliminate the harmful effect that results from countless idle hours wasted in the confines of a jail must be looked on as better than the existing system. In many

cases under the Huber Act, a man is allowed to follow his normal trade and to retain his standing among his fellow workmen and in the event he does not follow his normal trade, he at least is being gainfully employed which is beneficial to both his mental and physical health.

"The effectiveness of this law is limited by only two factors--the first being the prisoner's willingness and desire to avail himself of the benefits both for himself and his family and that are obtainable under this law; and secondly, the facilities and the manpower that are available for administering the law."

A man of long association with law enforcement and corrections once criticized our Huber Law program by saying, "You are trying to punish without pain, and correct without cost", and implied that neither could be done. He has changed his opinion and now says, "You are punishing without pain and correcting effectively at very little cost." The cost of idle confinement at public expense, the cost of welfare and aid to families during the period of confinement of the breadwinner, and the continuing cost of support of the individual and his family after release when he has lost his employment as a result of his confinement, must be included in the over-all cost of confinement. The value of the work release program should be considered in terms of restitution for damages in the community, payment, in part, of the cost of confinement; the maintenance of families; the continuation of the individuals productive employment; the maintenance of the individual's self respect and responsibilities, and accomplishment at the local level of an effective rehabilitation program.

The work release program is known in Wisconsin as the Huber Law, because Senator Henry Huber sponsored it in 1913. The Huber Law was enacted to accomplish two objectives; (1) to provide for reformation and rehabilitation of the prisoner, and (2) to provide a means of financial support, other than public relief, for the prisoner's dependents. Senator Henry Huber in explaining the intent of the law said, "Committing a man to jail with nothing to employ his time defeats the ends of humanity more often than advancing it by depriving his family of its breadwinner. Under the commitment law he is shown his error, given his sentence and kept employed so that his family is not reduced to want." (LaFollette's Magazine, February, 1915) The early success with use of the law has been effective in bringing recognition of the many benefits of this type program in the succeeding years. The law was used to varying degrees in some counties, and not at all in other counties. It was not extensively used until the second world war, when workers were needed. Even limited use of this type of sentence demonstrated its value, and it was progressively accepted. The law has been changed as needs and procedures changed, until at the present time we feel that we have a very workable law. It is flexible enough to adjust it in practice to meet the varying situations in which it is used, and with enough built-in controls to maintain discipline and control when discipline and control are needed in individual cases. It is halfway between the restrictions of close confinement and the freedom of probation.

In 1956 a survey was conducted to determine the extent of use of the law, and questions were asked of sheriffs, sentencing judges, district attorneys, and others, as to their opinion of the advantages or disadvantages of the law, if it was used; or if it was not used, why not? The answers were evaluated and on the basis of the report changes were recommended to the legislature. The law and its use were again surveyed in 1960 and it was noted that the publicity received by the report in 1956 had been a factor in expanding use of the program in areas where it had not been used before. We plan to do another survey in 1964 and preliminary information indicates an outstanding increase in the use of this type of sentence for misdemeanants.

The Wisconsin Statutes, section 56.08 states, "Any person sentenced to a county jail for crime, non-payment of a fine or forfeiture, or contempt of court may be granted the privilege of leaving the jail to work." If the court does not expressly grant Huber Law privileges, the prisoner is sentenced to ordinary jail confinement.

In 1960 there were 9,813 persons who received sentences to the county jails of which 3,215 were sentenced under the Huber Law. Of the 3,215 Huber prisoners, 2,281 were actually employed and the rest were unemployed primarily because jobs were unavailable.

The earnings of the employed prisoner are kept in a trust fund and disbursed in accordance with the statute in the following manner:

1. The board of the prisoner in the jail.
2. Necessary travel expense to and from work and other incidental expenses of the prisoner.
3. Support of the prisoners dependents, if any.
4. Payments, either in full or rateably, of the prisoner's obligations acknowledged by him in writing or which have been reduced to judgment.
5. The balance, if any, to the prisoner upon his discharge.

I might note parenthetically that prior to 1957, paragraph 5 stated that $\frac{1}{2}$ the balance, if any, remaining in the prisoner's account was to be turned over to the county upon his discharge.

A total of \$632,940.47 was earned in 1960 by Huber Law prisoners while serving sentences and was disbursed as follows:

1. Prisoner's board \$172,973.78, 27% of total earnings.
2. Travel and personal expenses \$34,384.64, 5% of total earnings.
3. Support of prisoner's dependents \$228,742.48, 36% of total earnings.
4. Payment of debts \$85,345.73, 14% of total earnings.
5. Balance to prisoner on release \$111,493.84, 18% of total earnings, which can be considered savings during his sentence.

A Huber Law sentence is a form of control that covers both the personal conduct of the prisoner and the expenditure of his earnings.

Employers who have had experience with prisoners working under the Law are, in general, strong supporters of the program and they are assured that the prisoners "off work" hours will not interfere with the ability to perform his work. Absenteeism because of drinking or hangovers is reduced and the individual reports to work in condition to perform his labor.

In the over-all picture we feel that advantages far out weigh the disadvantages we have encountered. Increasing use and development of the program is convincing more and more people and authorities that the return of part cost of the program to the county justifies necessary expenditures to maintain the program.

The many benefits and long range results realized in reduction of welfare and support costs, restitutions by prisoners of financial damage in the community, and the many benefits of a definitely corrective program in the community appear to justify expenditures to develop jails in which the program can be used to provide additional staff to administer the program, and efforts on the part of individuals in the community to initiate and support this type of program.

The Huber Law is not a "Cureall" program, and does not provide blanket solution of specific personal problems. Too often presentation of statistics and facts results in overly enthusiastic acceptance of a program which may bog down unless the program is properly presented and is designed to meet the needs of the individual prisoner, the person we should be most concerned with. Under the broad coverage of the law, local conditions of employment and varying wage scales in areas can be utilized so that with the cooperation of the court the day parole program can become, rather than a loose program for the benefit of the individual; a concrete program which can establish control to help the individual to develop regular work habits, to budget his money and to accept his responsibilities. It is a program that can be very effective with the first offender, who, if he is not assisted as soon as he is brought to the attention of the law, may continue his bad habits and his disrespect for the law until he becomes a major problem which can be handled only at the state or institutional level.

The use of this type of program at the local level cannot only be effective to the individual, but also would indicate a community interest in coordination of county and state level of correctional programming for which the community and its society can receive the cost benefit.

COMMUNITY RESOURCES AND RESPONSIBILITIES
IN PLANNING FOR RELEASE

by

Warden R. W. Meier
FCI - Sandstone, Minnesota

It is almost inevitable that the released offender, when he is interviewed by a prospective employer, will be asked the "64" dollar question, "Have you ever been arrested?"

He may well have learned his lesson while confined and be fully capable of taking his place in society as a responsible member, yet The Question, or reaction to it, poses a tremendous problem. If, in desperation, possibly because of a family to support, he attempts to conceal his record, he knows that in all probability he will work for only a short time. Finally, there will come a notice to report to the personnel office where he will be informed that although his work performance has been satisfactory, it is not company policy to employ ex-felons. If he truthfully answers The Question in the first place, he fully realizes that there is a good chance that he will not be employed.

It is thus not difficult to see why the recidivism rate is high, and the releasee must meet many other problems in addition to the crucial one of securing gainful and legitimate work.

Periods of long incarceration may produce an unconscious "salted away" reaction within the family. The parents or wife and children have of necessity made adjustments in his absence and may resist his return and a change in the status quo. Some parents are happier and better adjusted themselves in knowing their son is safe in an institution where he cannot get into trouble with the law and cause them further embarrassment. Facing difficulties in re-establishing family relationships and in securing employment, the releasee feels completely unworthy and rejected.

The first problem a man faces when he returns to the community after a period of confinement is simply that of survival especially if he does not have relatives or friends to turn to for assistance. Those of us in institutions can appreciate to a degree the task facing the releasee in securing a place to live and some assurance of food until his first pay check is received. Those of you in field work, being closer to the problem, realize, too, the impact on morale of the incidental problems such as getting laundry done, clothing pressed, making new friends, etc.

If he is married and has children, his family probably has been receiving some kind of welfare assistance while he has been confined but this will soon be discontinued and he knows it.

If he is single but has parents or other relatives, he is forced to rely on them, and any prolonged "free load" status, whether it is in the home of relatives or in a shelter for the destitute, is emotionally unhealthy and conducive to a pressure build-up which too often results in a return to deviate behavior.

There has always been a reluctance to accept ex-offenders as people of

the community. Movies, newspapers and television have helped create an impression that a person just released from prison is less than human or somehow "different" and must be avoided or ignored.

The public, because of apathy, fear and prejudice, and, influenced by adverse publicity, may often serve to defeat the releasee's determination and capabilities to make good.

The people of the communities will not accept their responsibilities in this matter.

Section XXII of the Declaration of Principles of the American Correctional Association is quoted as follows:

"More systematic and comprehensive methods should be adopted to serve discharged prisoners by providing them with work and encouraging them to redeem their character and regain their lost position in society. The State has not discharged its full duty to the criminal when it has punished him, nor even when it has reformed him. Having raised him up, it has the further duty of aiding in holding him up . . ."

But, somewhere along the line we in the correctional field have failed to devise or adopt "more systematic and comprehensive methods to serve discharged prisoners".

The biggest obstacle to finalizing the successful rehabilitation of the offender is to get the community to accept the men and women who have served behind bars. The situation seems to be improving; however, we must face the fact that as a general rule, the former inmate must be prepared to meet not only increasing competition in locating employment, but because he has a record and the fact that he is an "ex-con", he must be prepared to meet prejudice as well. And I feel that a systematic method by some organization would be of considerable help in achieving our goals of continued rehabilitation.

There are some good resources available to help the releasee bridge the transitional period between total incarceration and freedom:

1. Probation Officers
2. Half-Way Houses
3. Government and Private Agencies
4. Pre-Release Programs

I would like to touch just briefly on each of these resources as I am sure they will be discussed fully by the members of our panel.

1. Probation Officers:

From the viewpoint of the institution, the Probation Officer must be considered as one of the most significant and meaningful links with the community in release planning.

From the time he prepares the presentence report to the termination of parole supervision, he is the person we look to for information, verifications, approval of parole plans, evaluations, changes, prognosis, etc.

Most federal institutions, as a feature of their pre-release programs, arrange for visits by Probation Officers. At least one USPO speaks to each group of men in pre-release status.

In his talk, the Probation Officer usually covers all facets of supervision and gives the men an opportunity to ask questions about any aspect of supervisory requirements that might be troubling them. We have found this personal contact most valuable in preparing the men for release and believe it also serves to instill in them a spirit of confidence in the Probation Officers.

2. Half-Way Houses and Pre-Release Guidance Centers

Half-Way Houses have been developed considerably in recent years and I am now convinced that they are worthwhile and here to stay.

At first I was doubtful, having heard about those in Europe, some of which are on prison reservations and similar to pre-release living units established in some institutions in this country. And the Half-Way Houses sponsored by private organizations in the U. S. serve a purpose such as providing a place at which to eat and sleep, religious guidance, etc., but much more needs to be done for the releasee during this most critical time.

The new system of federal Pre-Release Guidance Centers goes all the way and has produced a large number of successes. They not only provide the man's basic needs upon release, but make full use of all community resources in developing employment, in assisting the individual with financial problems, in providing guidance in his social contacts and gradually introducing him to normal community life.

Presently, the federal system involves only the young offenders, but I know of many adult prisoners who would be benefitted greatly by such a program and we are hoping that the program can be enlarged to take in adults as well.

I believe we will see the development of half-way houses and release guidance centers in all progressive correctional systems in the future.

3. Government and Private Agencies

There are many government and private agencies which can be utilized in planning for release:

Government

State, County and City Welfare Agencies
State Vocational Rehabilitation Departments
Indian Relocation Agency
Employment Services

Private

Under private agencies we have the -

Half-Way Houses sponsored by religious groups
John Howard Association
Salvation Army
Alcoholics Anonymous
Church Organizations and Pastors
Goodwill Industries
Prisoners' Aid Society
Volunteers of America
Service Organizations
Fraternal Organizations
Veterans Organizations
Labor Unions
Trade Organizations

Now I am sure most institutions do call upon, and gratefully obtain cooperation from, all of these organizations in planning for the release needs of offenders.

But, such aid to ex-convicts is only one of the minor functions of most of these organizations. Needed are groups and organizations whose major efforts are aimed to assist our releasees. I recently heard of a group in Pennsylvania known as the Allentown Christian Business Men's Group. They are engaged in finding jobs for men who are about to be released, and in providing wholesome influence and assistance after release in addition to assisting the prison chaplain at a nearby institution. Would that we had many such groups throughout the nation.

Federal Employment Placement Service

A few words about the Federal Employment Placement Service as viewed by a Warden.

I am happy that this service is available. It is a small government unit established solely for the purpose of developing employment for offenders released from federal penal institutions. It has been most successful, having been in operation since 1940 and it is financed by Federal Prison Industries, Inc.

Incidentally, Federal Prison Industries is a corporation which operates some 54 industries in 21 federal institutions. Corporation profits are returned to the U. S. Treasury and to the Federal Prison System for construction of new facilities, operation of Vocational Training programs, financing of meritorious pay, and this Employment Placement Service.

Seven Placement Specialists work full time in developing employment opportunities for releasees in the nation-wide program. We Wardens feel that their work of developing community interest through contacts with trade, labor and civil organizations is a most important function although direct job placement is the primary task of the Placement Specialist.

At Sandstone, our institution caseworkers must also help find jobs for the releasee. In this work we have found that the most effective method of obtaining jobs was by direct person-to person contact with the prospective employer. If an interview between the releasee and the prospective employer can be arranged, the job is usually "in the bag".

We do this wherever possible. Many prospective employers were amazed that prisoners could be released under escort and brought to their offices for an interview. Discussion with our people, followed by an opportunity to talk to the releasee, effectively dispels the employer's pre-conceived and too often distorted image of the felon.

It is a well-known fact that many employers are quite receptive to hiring releasees who possess a skill needed by the company. I mention this lest we institution administrators forget that development of a needed skill is probably the most important step in successful rehabilitation of the offender.

4. Pre-Release Programs

Every Federal Institution has a Pre-Release Program designed to achieve the following general objectives.

- (1) To familiarize the inmate with the various community resources available.
- (2) To provide information, counseling and assistance toward obtaining and holding employment.
- (3) To alleviate some of his apprehension about returning to the community.
- (4) To illustrate that others have been successful in meeting and solving the seemingly overwhelming problems the releasee must face.
- (5) To help the releasee accept the fact that parole or mandatory release supervision will place some limitation and restrictions on his activities.
- (6) To assist the releasee in learning to budget his income so that he can live within his means.

At my institution we endeavor, through individual counselling and a series of group meetings headed by institution and outside personnel, to cover a variety of concern areas which are sure to confront the releasee. Some of the most important are:

Contacts with Probation Officer
Family and Community Relationships
Social Conduct and Associations
Financial and Budget Matters
Safe Use of Motor Vehicles and Responsibility
Health and Personal Habits
Employment Opportunities and Conduct
Military Obligations

Our several Pre-Release group meetings are headed by a representative of the U. S. Probation Office, the area State Employment Security Officer, a business or professional man, a representative from the Social Security Office, and institution staff members. On occasion, we have permitted former inmates who have made good to come back and talk to our Pre-Release Groups.

Self-Improvement Group

One activity we sponsor at Sandstone is related to release planning and I am speaking of our Self-Improvement Group.

This is an organization of inmates. They meet every Sunday afternoon and twice a month a guest speaker from a nearby community is engaged. After his formal presentation, an interesting question and answer session follows. The speakers are usually representatives of the business world, from professional ranks, government agencies or schools.

The objectives of this group are to aid the members in developing the attitudes, social standards, democratic ideals and goals so necessary in living a meaningful life. They also strive to foster a spirit of fellowship, learn to understand fully their responsibility in society and to appreciate the law.

This has proven to be a fine "in" with community leaders and potential employers.

Not only are the men helped immensely in gaining their objectives in these weekly meetings, but it serves to interest business and professional people in our work and the needs of the men. These contacts have resulted in a number of good placements of releases.

Work Furloughs

Somewhat related to the Half-Way House idea, and certainly a factor in release planning, is another significant trend - the Work Furlough plan. This involves selected prisoners leaving the institution daily for paid employment in the local community and returning each night. Such a plan promotes a prisoner's self-respect, enables him to support his family while in custody and is an important step in preparing him for release.

Wisconsin, Maryland and North Carolina presently use such plans. Adoption by the federal government will require new legislation and the matter is now being studied by the Senate Committee on the Judiciary.

No doubt most progressive correctional systems in their release planning have been reasonably successful in utilizing the community resources I have mentioned.

But a greater degree of success could be attained if the general public were acquainted with the problems facing the releasee and the importance of aiding every offender to live a normal life and thus help him to stay out of the population of recidivists.

I think we are all aware that there is much apathy and lack of citizens' interest in correctional work. It has been emphasized again and again by leading penologists that there should be more citizen participation in the promotion of correctional programs. But, let's admit that some of the blame for lack of interest and knowledge on the part of the public is ours and that we in correctional work have not done a good job in selling our programs.

My boss, James V. Bennett, Director of the Federal Bureau of Prisons, once

said that every corrections department should have a good public relations man on its staff. We all know that the only time we get any publicity is when we have a riot at an institution or an escape, or when a parolee robs a bank or commits a murder. Because the "successes" we do turn out do not want publicity we cannot tell the world about them.

We must somehow get the public to realize that "prisoners are people" and that our institutions are not filled with vicious men and women waiting to prey again on society, but rather that many are misfits, unfortunates, and victims of circumstances who need only treatment, training and a new opportunity.

Our fellow citizens must be made to realize that the thousands now in our penal institutions will return again to the communities from whence they came, and need a great deal of help not only while they are in an institution, but also during the transition period immediately following release, while under supervision, and, yes, for a considerable period of time after their return to full freedom.

And, so it is up to all of us in this work to utilize every possible community resource - not only in planning for the successful release of the persons in our charge, but also as a means of promoting good public relations and causing the people of the community to accept their responsibilities and appreciate the problems involved.

COMMUNITY RESOURCES AND RESPONSIBILITIES IN PLANNING FOR RELEASE
RELATED TO PAROLE AND PROBATION

by

Wendell M. Willard, Parole Agent
Board of Parole, Des Moines, Iowa

There was time when the parole officer did not share the responsibility of supervision of the offender. During recent years this situation has changed very much in some areas and not so much in others. Due to the establishment of different agencies and organizations the parole officer now has access to qualified assistance from which he may draw to supplement his supervision.

When a case has been assigned to an agent it is his project to make a prerelease investigation which should include several important points which will prove to be vital to the progress of the parolee.

The home environment is of importance taking into consideration whether or not the parolee is married and his domestic problems if any. Also his former associates can play an important role. Therefore a home visit is necessary before release and the attitudes and interest of the relatives can be considered. When this information is evaluated it should give a good indication as to whether or not the offender should be allowed to return to his former environment.

Law enforcement agencies play an important role. It is a part of their responsibility to prevent crime. Oftentimes peace officers have an adverse attitude toward the parolee and resent him being allowed to return to the community. This can cause problems for the parolee as well as the parole officer. This is an area where the parole agent can help his own cause by establishing and maintaining good cooperation. Many times peace officers do not understand the parole procedure and their attitude generally is that parole is a gift to the offender and they feel that the offender has not paid his debt to society if he is placed on probation or granted a parole. This is an area where the parole officer can do much to better his working conditions and the status of the parolee, and it can be done by establishing better relations with the peace officers.

A large number of the offenders have or have had an alcoholic problem and by being acquainted with the active members of Alcoholics Anonymous the parole officer can employ the assistance of these people who through first hand experience know so well the problems which alcoholic beverage can cause. Most AA members consider it a honor to be asked to help in these cases and oftentimes will make a special individual project in taking a parolee and guiding him safely through his parole in a sober manner.

The field of employment is one of the more important community resources and which is vital to the successful return of the offender to society. The parole officer is very fortunate who has the acquaintance and confidence of employers upon whom he may call and know that there is a feeling of accommodation from the employer. The parole officer who keeps the employers in his area informed and visits them regularly will find his employment problems alleviated considerably.

One of the most important resources in the community and one which by necessity is the responsibility of the parole officer is that of good public relations.

There are very few people outside the correctional field who possess any knowledge of parole or probation. It is common knowledge that an informed public will have a better attitude towards a project. Therefore the parole officer should take advantage of every opportunity to inform the public of the program. There is something about the very nature of parole and probation work that causes curiosity in people and there is generally many requests for speaking engagements and other types of communications whereby the parole officer can "sell" the program. The officers who work in a well informed domicile finds his work much easier.

There are many other agencies in the community which are of value to the supervision of parolees such as churches, Y. M. C. A., marriage counsellors, newspapers, mental health centers, credit bureaus, employment agencies, schools and many others. If the parole officer will take the time to make use of the many skills afforded him in the community he will find his work getting better results and with fewer disappointments.

HALF-WAY HOUSES

William D. Dawson, Administrator
Foster Homes Unit
Wisconsin Division of Corrections

When I was first advised that I was to speak to this group on Wisconsin's Half-Way House program I was certain there was a mistake. We have no Half-Way House program. The mistake seems to be one of nomenclature or semantics, however, since 1954, Wisconsin has pioneered in the use of half-way houses for the youthful offender with, what we feel to be, remarkable success. We call our half-way houses "Group Homes." These homes receive 4 to 8 young people, up to 21 years of age, of the same sex, whose basic needs may be met in a group living situation. The group home placements usually serve an interlocutory purpose in the teenager's rehabilitation and reorientation to a more free adjustment to society. The group placement is the stepping-stone, the half-way house if you please, between the youth's institutionalization and his return to a free setting. A half-way house between adolescence and adulthood. Sometimes it is the "in-between" process in removing a youngster from an intolerable natural home environment and provides an experience of group living in a controlled setting without an institutional experience.

As of March 31, 1964, the Wisconsin Division of Corrections has 28 group homes in operation serving well 120 young people placed in them. Our program is made possible by a legislative appropriation with the Department of Public Welfare, Division of Corrections being the licensing agency. These are family homes which, by license and contractual agreement, make available to the Division of Corrections a given number of beds for the placement of young offenders. Each home is paid a monthly subsidy for each bed so provided, if the bed is used or not.

Board is paid on a "per day" basis. In addition the agency pays for all clothing, medical, personal and other legitimate expenses. In some cases the youth is, and/or the parents are, expected or ordered to reimburse part or all of the costs of the placement. We feel that the group home operators should expect to "make money" on this venture. The group parents -- a term we use for lack of a more meaningful title -- agree to accept a very real job with much responsibility and the State of Wisconsin is willing to pay them almost accordingly.

We feel that the group homes are best used when placement in the natural home is either impossible or contra-indicated. Sometimes we find the young person whose relationships with adults have become so damaged that he cannot accept or will not face the close interpersonal relationship which identify the more typical person-to-person situation existing in the boarding home or other independent placement; this person will often respond well to the group home.

Our group homes provide a group living arrangement with rather close relationships to peers and relatively close relationships to parental or authority figures for an extended period of time. Peer guidance often may be provided through implanting in the group home a strong nucleus which will bring more socially accepted values and behavior patterns into the group. Hopefully these values, through processes of group interaction, become absorbed and internalized by the weaker members. Relationships with adults can then gradually be enhanced by limited contact with the adult parent figure and by an on-going relationship with the parole agent who will strive to make these contacts more satisfying to the parolee and to the adults.

Group placements are generally planned for longer periods of time as the more seriously disturbed benefits most from this treatment and should be given sufficient time to absorb and react to the dynamics of the setting. Group homes should provide placement for youths strongly needing adjustment and acceptance rather than close and favorable contacts with adult figures.

Group Homes and other half-way houses are probably best described as providing experiences in "community living." This, of course, entails the specific group as a community as well as the general social structure. It is not only necessary for our clients to adjust to the community, but -- and sometimes this is even more important -- it is necessary for the community to adjust to the program. This is particularly true when the selection of group home candidates is understood. The most apt young person is not, as might be expected, the most benign or best adjusted. The fact is that we find our group homes filled with the very real placement problems and often the most seriously involved offender. Selection for these placements is based, in part, on:

1. Degree of institutionalization (group placements creates a smoother transition from institutional living to complete freedom.)
2. Previous and sometimes frequent parole failures because of inability to form social identification and sense of belonging.
3. The client's ability to adjust to group living, at least to the extent of finding marginal acceptance from a peer group.
4. Psychological, physiological and personality factors are taken into account. Behavior disorders which foster home and the natural parents have trouble accepting, often may be handled through group influence, control and pressure. Truancy, enuresis, lying and stealing often may be handled adequately by the group. If the behavior is anti-group oriented, and does not respond to sanctions of the group, such placement is not indicated.
5. Neurotic anxieties may be quelled when they have resulted from insecure, anxious and distrustful, but intimate relationships. The neutral qualities of the group setting can make relationships with authority more tolerable by removing the threat.
6. The incipient schizophrenic often is placed and fares well in the group home under correct conditions. Clients so afflicted are not ruled out.

It is evident that the group homes are usually homes for the seriously disturbed youngster -- the young men and women who have offended the most -- the neurotic -- the incipient schizo. Although we take great caution in electing the homes and families to share in this program, we are ever mindful that the group home becomes a part of the community. Although the group home parents are certainly the most important influence to a group and the ability and efforts of the field agent dictate much of the success, the group home will succeed or fail on the attitude of the community.

In developing a group home, the geographic location is of some importance. Proximity to the parole gent's base is desirable inasmuch as close supervision is required in the treatment program. Normally a group home should be accessible to public transportation, schools, churches, recreational facilities and job opportunities. The neighborhood should be conducive to the mental, physical, moral and spiritual well-being of the client. The neighborhood should embody the moral norms and values

of the larger society as nearly as can be determined, without being under the direct influence of social conflict sub-groups.

We keep in close touch with the neighborhood and the community in general concerning the development and operation of our group homes. We maintain an on-going relationship with police, schools, churches, merchants and industry. The communities' knowledge of our projects help to insure cooperation, participation and interest in our program involving the homes. Experience indicates that improper interpretation to the community breeds hostility toward the program later. Interpretation to schools, churches, police officials, neighbors, civic, fraternal and service groups concerning the purpose, role, function and goals of the group homes is imperative. We do not hesitate to point out the savings to the taxpayer for this type of treatment over the cost of institutionalization. We find that not only is the possibility of future resistance much reduced when the program is understood by those who will be forced to live with it, but that understanding creates interest and desires to be of help.

Group homes are not designed to be detention facilities and should not be operated as such. A certain amount of recurring delinquency, pregnancy and resistance to social controls can be expected. This should not result in the elimination of the program. Fortunately our experience in Wisconsin has been good. We have not met with serious community resistance, although we have had schools resent the State "importing a bunch of hoodlums." Even these school people have become active and interested in the program.

The value of group homes and half-way houses is the providing the offenders, usually the newly paroled, with an accepting, warm, somewhat controlled small community in which he can live as a part of a larger more complex community. The group provides the support, motivation, personal interest, guidance and discipline as well as the physical necessities. The larger community must provide the accepting climate, the jobs, the schools, the recreation, the church and all of the social relationships necessary to well adjusted life. All that is asked by the parolee is to be accepted as he is today -- that he be allowed to attend school, church, movies, dances and other functions with some degree of comfort -- that he be allowed to work and earn a living -- that he be given the chance to earn a new place in society for himself. These things are possible and are often aided by placements in group homes and half-way houses, but only when the specific community understands the program. It is through understanding and knowledge that the community will have the real interest necessary to cooperate and participate in the project. We have found that all communities have the necessary resources. We ask for nothing special or over what a community already provides for its own -- only that the community share with ours. The willingness to accept responsibilities for almost any reasonable project is usually evident if the public is informed, if the people understand and if they are given a part to play. We feel that communities, their groups or agencies, "let us down" only when we have not carefully discharged our responsibilities of imparting public information. We have become so engrossed in "getting the job done", so busy being busy, that we have allowed our public relations to fall to the side. In our group home program in Wisconsin, communities fail us only when we have failed the public.

Reaction Panel relating Session
Theme to the Areas of Government Agencies

by
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The greatest single barrier between the offender (assuming of course that he is vocationally qualified) and a job is his criminal background. Knowing this, the job applicant is under considerable stress when applying for employment. More often than not it causes him to falsify his application as he is well aware, from previous experience that he will not get favorable consideration especially if he is not outstanding in his qualifications. But on today's labor market good qualifications are not enough. Such other factors as age, education background, good references from previous employers, stability on previous jobs are but a few of the things frequently looked for by employers.

A few years ago an applicant with good or outstanding skills could get a job without too much difficulty and very little emphasis was placed on education as long as his skills were in demand. Today many of the same employers will not discuss a man's qualifications if he does not meet the educational standards set up by the company. I have seen companies change from accepting men with 8th grade to requiring college level. These were not necessarily high level jobs but as one company official put it, "we want people coming into the company who have the qualifications to advance as all of our higher level employers started at the bottom."

This seems to be the trend of a great number of employers. To meet this demand, our Institutional Education Programs have been accelerated and we are getting as many as possible to take advantage of this program. I recently placed a man on a fairly good job who had served 32 years on a life sentence. This man completed high school and received an associate of Arts Degree from a Junior College while incarcerated. Due to age and physical condition, he would have been impossible to place, had it not been for the educational training he had received.

Most Federal and State Civil Service jobs are closed to a person with a felony record. The commission defines a felony as any crime for which the Court has imposed a prison term exceeding 1 year and there has been some period of actual confinement. The release of a person on parole before expiration of the full term does not alter the determination that an offense is a felony. In other words, if the combined period of confinement and parole exceeds 1 year, the offense is regarded as a felony. State Civil Service Authorities naturally vary in their practices. Again, some states virtually hang up a sign reading "They Shall Not Pass", which is almost totally effective and, many times, must deprive the state of services of personnel who could be valuable employees. An exception would be in State Hospitals located so far from urban areas that forgiveness may be related to shortage of available labor.

This policy closes the door to many avenues for those being released from institutions. Today's job specifications for many hospitals and industries include this road block for the applicant: "No arrest record. Fingerprints will be

taken." What deprivation of liberty is more near-sighted than depriving an ex-prisoner a freedom to earn an honest living in an occupation for which he has been trained as a major step in his rehabilitation for free life? This, no doubt, reflects someone's idea of protection of society but its all inclusive import negates the much needed skills frequently found among applicants who are ex-offenders. All that is necessary is an adequate personnel department, reasonable common sense and enough facts to render an individual decision to accept or reject on the same basis as in any other business. The shortage of really qualified attendants, orderlies, nurses aides and so forth is constantly brought out to public attention; yet discrimination exists against ex-offenders, no matter how petty the types of legal trouble in which they may have been involved. One wonders why, under the same policy, the hospitals should not also deny admission to offenders for hospitalization or for clinical treatment.

In regard to the alcoholic beverage field, it would be difficult to find any group of professional people as well informed and as well qualified as correctional workers on the relationship of crime and over indulgence in alcoholic beverages. In practically all of our States as well as the Federal Government, it is the responsibility of a Probation and Parole Officer to approve or disapprove of his probation or parolee accepting work with employers who sell intoxicating beverages; restaurants, hotels, cafes, liquor stores and many others. In practically every state the liquor authority holds the liquor licensee responsible for the acts of his employees if they misbehave. As a liquor authority spokesman put it, "you see, the owner has his investment and his bond at stake. If anything bad happens through an employee, we can deal with the employer who is responsible and can penalize him. This is why we don't waste time with individual employee petitions and we hardly ever have any problems under this policy."

Everyone knows that prison kitchens are highly important to the successful operation of a correctional institution. They not only provide food as a necessity, but they also furnish realistic experience in training in the culinary arts which can be used in the outside community. We have good Bakers, Chefs, Kitchen Men and Butchers returning to society. As they prepare to use their newly acquired skills in some states it is always a shock for them to learn the facts about how that states alcoholic beverage control law will affect them. The law is directed to manufacturers or dispensers of alcoholic beverages.

It tells them that they may never knowingly hire any employee who has ever been convicted of a felony or of certain misdemeanors which are enumerated. The two exceptions are the following: persons with an executive pardon or written approval of the state liquor authority permitting such employment.

The absurd results of this beverage control provision is that a skilled cook from a state or federal prison even if the parole board approved the employment, could not legally hold a job as a cook or waiter, or even as a Bus-Boy in a greasy little cafe if it had a liquor license and a three bottle bar in the corner. This holds for all other occupations, but the difficulty is most often encountered in the food trade.

Before society can expect a transformation in the behavior of an offender, it must change its own attitude. We would never expect the mentally ill person to get better if he were subjected to the same pressures which finally caused his breakdown. Why, then, does society demand this of the offender?

Many factors in our present day society serve to complicate the issue of

employment for the offender. He suffers most in a period of scarcity. He is the last to be hired and the first to be laid off. In jobs involving the handling of money and in jobs where security is important, the offender suffers.

Generally the ex-offender must be prepared to meet both prejudice and competition. He must be ready to accept work in fields where the smallest number of people are looking for work, if necessary. Often his aptitudes and interests are such that he will wish to seek employment in a highly competitive field, in which case he should study the occupations to find which jobs are least competitive. Unwilling as he may be to accept employment requiring less than his full capabilities, he must understand that the job seeker must often begin where the opening occurs, relying on transfers and promotions to eventually bring him to his main or original goal.

There continues to be widespread ignorance of the modern correctional institution. If we are to develop continuous placement resources, the employer group must have a realistic working knowledge of our treatment programs. He must be prepared to accept job failures as well as job success without developing a bias toward future employment candidates. The employer should be apprised of all pertinent background factors, both detrimental and advantageous to successful placement, relative to the candidate under consideration. He should be aware of the personality limitations of the offender in respect to the offense. The purse snatcher, the car thief, the drug addict, all present different employment challenges. It is our responsibility to interpret for the employer the objectives of the treatment program, along with its limitations; to indicate the strengths and weaknesses of the employment candidate, and most important, to remove the misunderstanding and misinformation surrounding correctional confinement from the mind of the employer. It is our job to utilize the humanitarian interest of the employer objectively and without sentimentality. If we can utilize this rather vague and poorly defined interest of the employer, we are in an excellent position to present placement as a logical part of the post-release treatment program.

I have outlined a few of the road blocks that the ex-offender encounters in his search for employment. Also what the employment officer is up against in his contacts with the public. It is our job to promote good public relations with the employing public and continue to attempt to break down the prejudice barrier.

PRE-RELEASE PROGRAM U. S. D. B.

by

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The Pre-release Program at the United States Disciplinary Barracks consists of lectures presented by military personnel and civilian representatives from various walks of life in the Leavenworth area and takes place during the last 30 days a man spends in confinement.

At the present time our program consists of 18 different lectures, the subjects including the following: "Fundamentals of Automobile Purchasing and Financing," "Civilian Legal Problems and Responsibilities," "Unemployment, An Analysis of Cause and Effect," "Family and Religion," a presentation by the Protestant Chaplain, "Life's Goals," a presentation by the Catholic Chaplain, "Employment Forecase and Federal Probation," a presentation by a United States Probation Officer, "Local Government and Its Responsibilities," a presentation of the Mayor of Leavenworth, "Job Application and Job Counseling," a presentation by the Director of the U. S. D. B. Education Program, "Social Security, Its Benefits and Procedures and How They Will Affect You," a presentation by the District Manager of the Health, Education and Welfare Department, Social Security Administration, "Adjustments in Living, Positive Thought in a Dynamic Society," a presentation of the U. S. D. B. Mental Hygiene Directorate, "Organized Labor, Its Programs and Procedures," a presentation of the Kansas AFL-CIO, "The Manpower Development Training Act and Employment Security," a presentation of the Kansas State Employment Security Division, State Employment Service, "The Employer, His Point of View, and the Chamber of Commerce's Contribution to Community Prosperity," a presentation of the Leavenworth Chamber of Commerce, "The Salvation Army, Its Vital Role as a Service Agency," and "Civil Rights and Possible Deprivations Upon Release - The Effects of Punitive Discharges and Felony Convictions," a presentation by a Member of the Bar.

The objective of these presentations is to present information which would be of value to men returning to civilian life. It hardly needs emphasizing that men leaving confinement are invariably faced with problems during the period of civilian readjustment. The information presented in the Pre-release Program of the U. S. D. B. is designed to assist a man in the areas in which problems can usually be expected. Consequently, information is presented regarding legal situations, financial obligations, general citizen rights; and, of course, the underlying theme of all presentations stresses a positive approach toward readjustment. Spiritual values are also emphasized, and the varied backgrounds of the speakers add to the broad approach of the program.

Since prereleasees at the U. S. D. B. are national in character, which is to say that rather than returning to one particular state or to one particular geographic region as would ordinarily be the case with a State Prerelease Program, the men in the U. S. D. B. Program return to all different parts of the country. Consequently, specific information relating to one state or area cannot be provided in any great detail. Usually, however, information is provided relating to how more specific answers concerning the areas mentioned can be secured. Often this information can be secured quickly and easily simply by the prisoner's requesting

the proper department at the U. S. D. B. to secure it for him. The Parole Office of the U. S. D. B. which supervises the Prerelease Program has in its files information relating to the laws of many states regarding rights which a man loses as the result of punitive type discharges or felony convictions. Also the Parole Office is charged with the responsibility of securing such information as might be desired by a prisoner from educational, governmental or other sources as may be indicated.

Prisoners are encouraged to seek out information which can be of benefit to them and to find out the answers to questions which could affect their situation upon return to civilian life. Also, it has been our experience that all lecturers including the civilians who address our Program will stay after class and answer particular questions as they might develop. Therefore, men can, in many cases, obtain specific answers to the questions which they pose.

Another feature of our Prerelease program is the clothing of individuals who are about to be returned to civilian life. This includes allowing them to send home for clothing, receive clothing free of charge from the Federal Prison Industries, these garments having been manufactured at the Disciplinary Barracks, or purchasing clothing from a display which is set up as a part of the prerelease program. This display is furnished by a local merchant and includes all necessary articles of clothing including accessories, at prices equal to or below that which are charged to the public. Prisoners who have over \$25.00 in their personal accounts can purchase clothing in this manner. The clothing function is a very important part of the Prerelease program because it is believed that a man's attitude will be favorably affected if he can be released properly groomed and dressed.

Although it would be desirable to have the prerelease population under minimum security conditions and even outside of the confines of the institutional walls, this is not possible at the present time. The reason is that construction is now under way to build a new open campus unit on the military reservation. Consequently, men who previously occupied a parolee status, that is to say, men who worked outside the walls or occupied honor positions were required to move within the walls when the old parolee unit was demolished in order that a new one be built. When the new unit is completed, a portion will be designated for the use of the prerelease population and with few exceptions all men regardless of offense will be placed in this unit before the expiration of their sentences. In this manner men can become accustomed to living under minimal custodial restraints a reasonable time before the expiration of their sentence.

While it is difficult if not impossible to evaluate the success of our Program, it is possible, at least to some extent, to gauge the response of the prisoners to it. This is accomplished primarily through the use of a questionnaire which each man completes on the day he leaves confinement. One of the questions posed is whether or not he found the prerelease program helpful. The great majority of answers are in the affirmative. Those individuals who do not answer in the affirmative usually state that while it may have been beneficial to other prisoners the information which was presented "did not apply to them". Of course, such an answer suggests something about the man who gave it, mainly that he believes himself fully able to deal with the problems which might await him and not needful of any additional assistance. Other individuals simply state that they do not like the program, and this is also to be expected since there is probably no program anywhere which will appeal to 100% of the individuals in audience. At any rate, it does appear as if the population is responsive to the program and is appreciative for being given it. The fact that civilians present a great portion of it is also seen as a factor which has a favorable influence, for many of the men in the program are recipients of punitive type discharges and do not particularly appreciate the military.

Other institutions seem to have a difficult task indeed, in attempting to evaluate the success of this program, but the Disciplinary Barracks has an even more difficult task because unless a man is a military offender again he will not come back to the Disciplinary Barracks - with the exception of those men released on parole. Consequently, there is no way to determine, unless a specific program to do so is undertaken, what percentage of men released from the Disciplinary Barracks find themselves in future difficulties with the law or specifically fail to profit from the instruction given during the prerelease program.

Looking to the future it is our expectation that the prerelease program at the Disciplinary Barracks can continue to be improved so that it more adequately meets the needs and demands of the men who are being released. Not only is it our hope that separate housing facilities outside of the confines of institutional walls can be designated for the population, but it is also hoped that a better program can be developed - perhaps even to the extent of allowing prospective releasees to be temporarily set free in order to secure employment on their own. The Program which we now have is under constant evaluation; and in the future, it is hoped that it can be improved through the use of audio-visual facilities not now available to us such as motion pictures which deal with serious problems relating to civilian readjustment. These problems would include alcoholism, drug addiction, civilian legal obligations, spiritual guidance, community leadership, civic responsibility, family and marital relations as well as other helpful topics which necessarily have a direct bearing on the adjustment which any individual will make in society.

In future years it is hoped that our program can continue to stimulate the minds of the prerelease population and assist them to become better citizens.

CORRECTIONAL CHANGE AND THE COMMUNITY

by

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In 1970 we will celebrate the Centennial of the first national meeting of prisons officials held at Cincinnati in October, 1870. It was there that the famous Principles of 1870 were developed as correctional guideposts. They have served us so well for nearly a century, but have never been fully implemented. The Principles were idealistic. But they were idealistic in the same sense that the ideals of Christian behavior were expressed in the Sermon on the Mount, or ideals of education are expressed in the NEA objectives.

As we look across the past century of corrections, we can perceive some change and development. We can also identify surges, plateaus, and occasional years of retrogression.

But the overall record for the century has been one of gradual growth. Change for the better has occurred, but it has been slow and stumbling.

In this latter half of the 20th Century, our world is confronted by problems, challenges, and complexities quite unlike those which existed throughout much of this century since 1870. The industrial revolution has all but run its course as we move into the age of automation with its nuclear power and automated production.

The world has become extremely small in terms of travel and communication. Colonial countries are emerging into new nations without the experience of growth accomplishment during the industrial revolution. Old concepts are being tested and tried. Human rights and human dignity are emphasized and accelerated. Economic relocation of all kinds is taking place. New discoveries in medicine and public health have produced a world population explosion. Within a decade or two, knowledgeable people prophesy that 10% of the people will be capable of producing all food and products needed to sustain life on earth. Leisure time will increase beyond even our present imagination.

Even today we are confronted by problems of unemployment, school dropouts, poverty in the midst of plenty, and an increase in our social problems including crime and delinquency.

We can no longer accept slow correctional evolution. Nor can we afford to await change through natural attrition and development. We must produce change in corrections by planned design. Planned change is the key to the corrections of tomorrow . . . beginning today.

When I was a boy and lived on an Ohio farm, we were satisfied with production of 40 or 50 bushels of corn per acre. We were satisfied with hogs that produced 1/3 lard at slaughter time. But phenomenal changes in agriculture were produced when genetics laws were applied. The development of species by natural evolution was outmoded. We must likewise produce planned change in corrections by application of the same principle.

This need for an accelerated correctional change is the challenge before us today. It is a part of the larger effort to reduce or eliminate our major social problems of overpopulation, food, mental illness, alcoholism, poverty . . . all of which produce crime and delinquency as their ultimate products. And so we in corrections, confronted by new and emerging problems in our society, need to take inventory and evaluate corrections role in the emerging social order. Early in that re-evaluation of corrections several critical facts will become abundantly clear.

First, the causes of crime and delinquency lie deep within the community. Behavioral problems are usually symptoms of grave problems in early life. Therefore, we in corrections need to have far greater insights into the causes of delinquency and criminal behavior if we are to successfully treat and train offenders.

Second, we will recognize that corrections is a continuous and closely interwoven process, no one element of which can be successfully isolated from the other. We have often subscribed to this fact, but mostly "in principle." Juvenile detention, the jail, the court, probation, half-way houses, juvenile institutions, penitentiaries, parole, work release problems, pre-release programs, academic education, vocational training, group therapy, are inseparable in their total impact on delinquent and criminal behavior. Yet, in practice, these correctional processes are all too often separate and disparate; only the client as he passes from one process to another senses the discordant and uncoordinated procedures involved in correctional practice.

Third, again, a critical self-examination will reveal that corrections, unit by unit and process by process, is usually self-satisfied. We simply aren't willing to critically examine the true results of our work. All too often a correctional institution operates on the implied principle that the institution is managed and exists for its own sake. If our correctional institutions were to serve as a guide and a model to the automobile industry, the Ford Motor Company today would be struggling to move from production of the Model T to the Model A Ford. Honest research and development . . . in the same sense that it is used in industry or the defense establishment . . . would produce phenomenal and explosive results in corrections. We must face the fact that our work today is grossly inefficient.

Fourth, we will also discover that our standards for personnel recruitment, training and development are grossly inadequate to meet the challenge of tomorrow. In institution after institution we seem to assume that the challenge of adverse human behavior can be met if the institution is headed by a warden who has had some years of "practical experience" in corrections; if the staff includes some case workers, a few school teachers, a clinical psychologist, a part time psychiatrist, a medical officer, and a few practical on-the-job vocational training instructors; all of whom are buttressed by a guard force representing 75% to 85% of the personnel. If this same staffing policy was applied to a general hospital, a psychiatric hospital, or a school system, we would be horror stricken. A correctional institution, like a school or a hospital or an industry, simply can't be any better and more efficient than the people who operate it. This very year there are 25,000 jobs in the correctional field open to persons who have bachelors and/or masters degrees but which are now unfilled or filled with people with inferior qualifications -- simply because the trained manpower isn't immediately available. And we do all too little about sub-professional training for the line workers in corrections. And finally,

Fifth, we will discover that even as the roots of criminal and delinquent behavior lie deep within the community, so must we look to the community for broadened use of its resources. Much of corrections stands withdrawn and isolated from the normal resources of community life. We must prepare and guide and control our clientel for

community adjustment rather than adjustment to probation or to the correctional institution, or to parole.

Those are five critical and important discoveries which will be soon apparent, if and when we have the guts to examine and appraise our correctional processes. And when these recognitions occur, then we will be ready to begin the most difficult task ever faced in corrections: Directing realistic planned change to eliminate and overcome these long standing and deeprooted problems which thwart and confuse us.

What is the real significance of these discoveries about corrections? What changes can we produce?

I believe that we must have some clear understandings of the causes of crime and delinquency. It is no longer sufficient for a probation officer, or a jailer, or a warden, or a judge, or a correctional officer to assume that a convicted offender stole a car and therefore we must "rehabilitate" him. Indeed, we want to do anything but "rehabilitate" the offenders committed for correctional treatment and training. If rehabilitate means to restore to a state of former usefulness, ability, or performance, we are kidding ourselves about rehabilitation. As a matter of fact, the job of corrections is almost inevitably one of re-establishing and accelerating the development, the education, the training, and the emotional maturation of people who have been socially, educationally, and emotionally retarded.

And we really can't correct human behavior, unless we understand why our clients behave as they do rather than as normally mature persons. This is what the work of the President's Committee on Juvenile Delinquency and Youth Crime is all about.

And here in the spring of 1964 this is a substantial part of President Johnson's war on poverty. Think for a moment: Do the current discussions about school dropouts, unemployed youth, deteriorated slum areas of large cities, aid to dependent children, public welfare . . . do these have a familiar ring to you? Of course they do, because we in corrections have spent our lives dealing with the behavior of children, youth and adults who are the products of these social problems which have now been discovered anew and publicized. The great majority of delinquents and criminals have been school dropouts. They have come from socially inadequate families. They have come from the ranks of the unemployed. They are the social misfits who are the products of these conditions and influences.

Yes, all correctional workers must become increasingly understanding and knowledgeable about the causes of crime and delinquency. This is not a static body of knowledge, but one which is growing and expanding and developing. The modern correctional worker must keep current with new facts, new insights, and new theories of delinquency causation as they develop and are proven or disproven. We do not treat the car thief, we treat the undeveloped and deprived youth. We do not treat the check forger, we treat the alcoholic, the unemployed, the uneducated. We cannot work from the limited perspective of symptomatic behavior. We cannot meet emotion with emotion. We can no longer afford to treat symptoms.

Corrections is rarely practiced as a continuous process in this country. An offender is arrested and placed in a jail. The jail may be -- and often is -- the most socially infectious place in the community. He may be there until trial if he is indigent and without resources, even though he might be quite responsible for appearance at the time of trial. If he has means or friends, or influence, he will be out on bond awaiting trial. When guilt has been determined he may be immediately sentenced. On the other hand he may await a pre-sentence investigation by a probation officer before commitment. If he lives in a rural area, probation may be nominal or even not avail-

able. If in another area, he may be under the guidance and control of a skilled probation officer. He may be committed back to a county jail for a short sentence or to a workhouse.

Then, too, he may be committed to a major penitentiary or reformatory. Sometimes the probation office will make the results of a pre-sentence investigation available to the institution where he is sentenced. More often than not when received at an institution he may answer a few cursory questions on his vital statistics. He may or may not be tested. He may be given a fair diagnostic interview by a case worker, or he may not. He may be assigned to work the first day he is there or he may be held in admission-orientation unit awaiting complete social and diagnostic studies.

He may learn more about the institution and how to get along in it from inmates than he ever does from the staff. He may be assigned a realistic vocational training program, but more likely will be assigned to something called "meeting institutional needs" and placed on a nebulous waiting list for some time. He may be enrolled in school and taught by another inmate in certain routine subjects at the elementary or secondary high school level. He perhaps will be tested. He may even pass a GED test and get a high school diploma. But more likely if he does, he will never have been in a class taught by a skilled teacher who brings to him a sense of the wonder of science in an orderly world, the beauty of a poem, an appreciation of man's long histories and struggles, the meaning of life in a free democratic society, or any other of those facets of education which meet and attack and solve the problems of the educationally and emotionally deprived persons. He may see a psychiatrist on entrance and again some time if he exhibits some kind of bizarre behavior. On the other hand, he may never see a psychiatrist.

When he reaches parole eligibility he may have a hearing before a part time parole board member who is able to spend only a few minutes taking a look at his case. He may appear before a parole board member full time, interested and skilled in evaluating the applicant's probabilities of parole adjustment based on behavior attitudinal changes and accomplishments within the institution.

He will probably be released without any real preparation for the job secured for him and placed under the supervision of a parole officer whom he has never seen before and who on the first contact makes sure the releasee is fully aware of the fact that he can be sent back for any of a whole series of violations, many of which are ludicrous in a contemporary society. Or he may on the other hand have spent part time during the last few months in the institution attending pre-release meetings, may have met his parole officer and may have found in that officer, a counselor, a friend and guide.

But the very real probability is that beginning with arrest through the jail until final release from probation or parole, he will have had an experience which reflects nothing of a continuous, meaningful, supervision and experience. All too little of his experiences will have been with anyone except other offenders and officers of the court or institution. He will have very little feeling that he has undergone a kind of social process in which he has relationships with normal people leading normal lives in a normal community. With few exceptions, we have a long way to go in this country to create, develop, and administer a continuous correctional process which is designed to retrain, redevelop, and create maximum impact towards social adjustment of offenders.

When I referred earlier to the need for research and development I perhaps sounded a little too academic and you may well have wondered: Can we really apply the principle of research and development to corrections? I think so. If a correctional administrator genuinely and seriously wants to determine the extent to which his system is

that we can become much more realistic than we have up to now.

I told you of my recent visit to North Carolina. I asked Mr. George Randal, Commissioner of Corrections how he was able to accomplish all these interesting new developments in his state. He leaned back in his chair, "Well, I am tired of hearing correctional administrators declare 'I have nothing to do with politics in my system.'" Says Randal, "That's not at all realistic. I have to look to the legislature and to state officials for support, for understanding, for funds, for personnel and for the means to accomplish about everything I want to. I am one of the most active "politicians" in my state. I know everybody in the legislature. I see them frequently. I don't go through a state senator's county without stopping to say hello. I argue the hard facts of corrections with them. I do everything in my power to influence them to support corrections and they are supporting it. And it does pay off." I suggest that Commissioner Randal has a convincing approach to the relationship between corrections and political realities.

Another fact I have seen demonstrated in a number of places around the country, not only in North Carolina, is that correctional administrators all too often underestimate the public. If we give them the information and spell out the public's stake in good corrections, we may well discover that they're far ahead of us in accepting new approaches in corrections. The Huber Law in Wisconsin, under which jail inmates work in the community and return to the jail at night, is accepted in Wisconsin as fully as the Anamosa Reformatory is accepted here in Iowa. When the public understands the issues involved, they are intrigued with the human approaches and will insist upon them. In North Carolina the new kind of program which places a thousand working inmates in the community each day is accepted editorially by every newspaper in the state. I am coming to believe that the old saw that "we can't move very far ahead of the public" is a delusion and is perpetuated by many of us in corrections as an alibi for our own failures to get on with the job which the future demands.

Finally, when our professional ancestors met in Cincinnati a century ago with distinguished men like Dr. E. C. Wines, Warden Zebulon Brockway and Governor Rutherford B. Hayes, a spirit of prison reform was sweeping the country. To all intents and purposes, probation was yet to be developed. Brockway himself had dreamed of the indeterminate sentence and parole, but some years would elapse before he could put it into practice at the Elmira Reformatory.

In the latter part of this century since 1870, the Jim Bennetts, the Sanford Bates, the Austin MacCormicks, and the Dick McGees with their contemporaries have introduced the behavioral sciences to our institutions, developed classification, extended education, and designed new kinds of institutions. They have extended probation and have had marked impact on institution administration, parole administration, and influenced the courts and sentencing methods.

Now as we move into the challenge of the decades lying immediately ahead, let us be dedicated to the development of a truly continuous correctional process based on thorough insights and understandings of the causes of crime and delinquency. Let us use research and development as a basic and indispensable tool of administration. Let us devote our time and energy and faith to the development of higher level of personnel training and development for all people, particularly including line personnel in our correctional process. And finally, let us recognize that even as the roots of crime and delinquency are in the community, so the roots of correctional success lie in the community and its tremendously rich but unused resources. And let us above all be realistic. Let's apply our resources and our means and our efforts

succeeding or failing in reaching accepted goals then he needs research. He will then want to determine whether more effective techniques, methods and programs can be designed than those which have been traditionally used. This means setting up new kinds of approaches and measuring the results against those which have been traditionally used. This may apply to a wide range of program elements. It may mean a complete re-examination of the philosophy on which traditional approaches have been based. Results of self study, and research, and demonstration projects may, in turn, have tremendous impact upon modifying, revising, and changing the philosophy of correctional administration.

What new kinds of developments can we foresee? Let's examine together for a moment one recent major development in corrections: a rising interest in the half-way house. Community groups -- including several religious organizations -- saw the need for a bridge between institutions and the community. Half-way houses were established in a number of cities including Los Angeles; Chicago; Minneapolis; Wilmington, Delaware; St. Louis and others. These took a variety of forms from small family residential units to larger come-one-come-all programs. An institution in New York State for delinquent girls developed several half-way houses which were in reality residential facilities within a city supplementing the residential programs at the institution. When Robert Kennedy became Attorney General, one of his early interests was in developing the federal pre-release guidance centers for youthful offenders now established in five cities. The most recent is a cooperative center with the State of Michigan in Detroit.

Another interesting development is based on the Huber Law in Wisconsin. I recently visited the state of North Carolina where, after an on-the-spot study of the Huber Law in Wisconsin, a decision was made to apply this program to the prisons in North Carolina. I am sure you have been reading of this interesting program under which penitentiary inmates are employed outside the prison when suitability has been determined by staff evaluation. I visited there three weeks ago. Out of 10,000 prisoners committed to the North Carolina prison system, nearly 1,000 work under this work-release program, paying expenses for board and room at the prison, supporting families, sometimes saving money and maintaining and developing skills. Transfers from institutions to the community becomes almost a paper transaction. The entire state of North Carolina as represented by newspaper editorials, accepts and is extremely proud of its development. I learned recently that California is now creating an extensive work-release program. In this kind of change we can foresee changes in philosophy as the result of evaluation and demonstration projects which may well pinpoint a revolution in our field.

Professor Glaser's study of inmates released from federal institutions which has been carried on for the past five years under a grant from the Ford Foundation, is resulting in revision of institutional programs in the federal system. All of us are acquainted with the California research on probation officer case loads, on intensive parole supervision, in administration. Although I cite only a few examples, I hope they are perceptible as indices of the kind of correctional administration which can produce planned change.

The need for completely new concepts of management in personnel training and development is becoming abundantly clear. I suggested earlier that we are inclined to think we have a good correctional institution if we have an experienced warden and some staff people who have been trained in the behavioral sciences. But thus far, our training of line personnel . . . that is the people who have the regular day to day contacts with institution inmates . . . is restricted usually to not more than high school graduation. Inservice training is devoted primarily to correctional skills

such as counts, locks, locking devices, use of gas, riot plans, escape plans. Yet these are the people who deal most directly and have the greatest impact upon the inmates of our institutions. Because of the compelling need for this kind of training, our Center at Southern Illinois University is designing a sub-professional training curriculum for correctional officers. Briefly, this is planned to be a two year sub-professional curriculum, designed to instill insights and understandings from the behavioral sciences and some skills in dealing with behavior problems. We can't possible insist that every correctional worker must have a college degree. As a matter of fact, unemployed youth and young adults can be remotivated and given training for jobs in corrections. This will elevate the base competence of the whole body of correctional personnel.

Moreover, we need extended and continuous training in public administration for our administrators. We need training at the supervisory level and continuous development of people working in the behavioral disciplines. It is from this kind of philosophy of personnel administration that we can accelerate the evolution of corrections.

Finally, I have spoken of our failure to use community resources. All too often we think that in corrections we can't get on with the job unless we have all the staff needed on our immediate payroll. This simply isn't true. A new trend to build correctional institutions in close proximity to universities is a case in point. Universities offer tremendous resources which have been used all too rarely and all too little in years gone by; and yet, in terms of personnel training and development, research in the behavioral sciences and consulting services in sociology, in education, in special education, and vocational training are available in the larger universities. This conference is evident of the fact that universities are available as resources for correctional development.

But beyond this there is available a wide variety of other resources. Talent can be brought into the institution from the community. Inmates can be taken from the institutions into the community for purposes other than a work-release program. I need only mention League of Women Voters, or women's clubs, various professional societies who are always willing to help in public institutions; libraries, recreation associations and so on through a long list of community resources which we have rarely attempted to use. In probation and parole, I like these recent experimental programs which bring small groups of probationers and parolees together under the guidance of psychologists and group therapists, or skilled probation officers who can discuss with a group their common problems. This I think will one day lead to the development of new kinds of community correctional facilities based right in the community as contrasted to our present jails and prisons all too often off in some far part of the community or the state. Yes, we must look to the use of community resources in a way never dreamed of up to this time.

I am convinced that one of our serious mistakes is to try to "rehabilitate" everyone. We extend the same processes, procedures and programs to all. I get a little weary sometimes of going to large penitentiaries and seeing old, recidivistic offenders being given vocational training, education and the gamut of our treatment processes for the third, fourth or fifth time! Now this is a little dangerous to say. I don't mean that we should return to the old "big house" philosophy. On the other hand, I think we must begin to be selective in the use of our resources, particularly personnel and funds. When we try to give the same kind of education, treatment and therapy to the old lugs that we give to the youthful and young adult offenders, we usually wind up with the youth and young offenders getting a pretty skimpy program. Realistic administration must concentrate the resources on those offenders and in those areas which are most promising. This, coupled with research and development, would suggest

in the most promising direction. Let's bring corrections out of isolation. Let's recognize that we must indeed deal with the policy and lawmakers who have this important voice in corrections. Finally, let us tap the rich wells of public understanding and acceptance which we have thus far underestimated.

We stand on the threshold of new and exciting change in corrections.

Community Resources and
Responsibility in Post Release

EMPLOYER

by

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We, at Iowa Manufacturing Company, have been firm believers over the years in helping parolees try to rehabilitate themselves so they may once again be accepted into society.

What problems are involved in hiring parolees in industry? There are no great problems, no different than hiring any individual who may come into the personnel office, but there are industries who try to make people believe there are many problems. This is just a way to get around hiring a parolee. So let's analyze a few of these so-called problems. Who knows the parolee? The Personnel Department, his foreman and his supervisor. No one else, unless the parolee makes it known to others that he is on parole. How about absenteeism? The parolee doesn't miss near the time that a normal worker will. He knows that he has to work and he normally will work. Can you pick out a parolee among your workers? You may try - but he dresses the same as any ordinary factory worker, his characteristics are the same and he works like any one else. Boiling all these reasons down and analyzing each one, industry doesn't have a problem in hiring a parolee. Let's look at the other side. With the right kind of supervision from the parole officer, you will have a much better employee because he is under jurisdiction of the parole officer twenty-four hours a day, whereas your other employees are only supervised while they are at work. Let's face it -- all parolees are not going to make a parole by any means. Industry and all concerned can give them every opportunity but it's up to the individual himself to make his parole and re-establish himself. This depends on the attitude a man has when he goes on parole. If he wants to make it -- there is no reason why he can't.

So, an employer that takes his first parolee and the parolee doesn't make it, the employer should not judge all parolees or the system by his first experience. No one is perfect when it comes to hiring an employee for work. There are good ones and there are those who are not so good. This is also true with parolees. So the parolees or system should not be judged by your first experience.

When employing a parolee naturally we would like to have a skilled person, but I think it is proven today that the people who are serving time in our Federal and State Institutions have little or no skill that is used in industry. Today this is especially true in our younger people. We, at Iowa Manufacturing Company, rely on the recommendation of the parole officer to provide us with the best help he has available in his opinion, because he has the opportunity to check with the staff at our various institutions in regard to the record the parolee had while serving his time.

When hiring a parolee you can't judge him solely by his background. You are attempting to help rehabilitate this individual, therefore, you have to disregard his background or what he has done in the past to a certain extent. You have to try and build up his self-confidence to the extent that what has happened will in no way effect his standing in society for the future. There are industries and

individuals who will never let a person forget he was once an ex-con but these people and society must be educated to the fact that everyone needs a lot of help to readjust themselves. For example, would anyone hesitate to help a person who has been injured in an accident to rehabilitate himself? No. So why not help a parolee?

Once you have a parolee on your payroll, he becomes just another employee with a clock number, comes to work at a certain time, quits a certain time, comes under the same union contract. In other words, he has the same privileges as any other employee. But his activities, both in and out of the plant, are watched very closely, such as who he associates with and where he spends his free time. We want to make sure he doesn't get started on the wrong foot that may lead to his parole being revoked. He is also counseled at least once a month by the Personnel Office as to any problems he may have or any advice he may seek. They are told the door to the Personnel Office is always open. One of the biggest problems for a new parolee is money. Usually at the time of his parole he has very little money and will not receive a pay check for at least a week. So, consequently you have to work very closely with him on his expenditures for the first few weeks. In this day and age, with everyone doing a great deal of credit buying, the parolee has to be constantly warned not to get in debt by this easy method. One way we find out if a parolee is borrowing money or obtaining credit is by the inquiries that are received from the various loan companies or retail firms that he has made application to for credit. Then his parole officer is notified so he may also talk to him, which we hope in return may prevent his getting into more serious money troubles that may lead to his parole being revoked.

Another problem is alcohol -- as we all know, most crimes committed today are a direct result of alcohol. So, after being away from it for several years and knowing today how easy it is to obtain a drink, it is natural he may want to have a few drinks. But if he has a history of past drinking habits, insist that he go to AA meetings or get him acquainted with an AA in the plant or community. Education today plays an important part in everyone's life and a parolee is no exception. I believe the more education a parolee has the better his chances are to make his parole, because usually he will realize his one mistake and not make the same one twice. Whereas, the parolee with little education is more easily led and his tendencies to follow the life of crime are greater. However, your employment of parolees should not be limited to just the higher educated group because they all need our help and guidance.

Once a parolee is hired his opportunity for advancement should be the same as any other employee. Again I reiterate, if too much emphasis is placed on their background you will continually turn them down for any advancement possibilities. But what should be taken into consideration is, what kind of employees they have been while in your employ, such as his work record, knowledge of job, ability to get along with other employees, etc. When the time comes for the advancement of an employee, and everything being equal, the parolee should definitely be considered and his past should in no way hinder your decision. I would like to give you a few examples we have had in our plant. Several years ago two sixteen year old boys held up a merchant on his way home from work one night. The merchant resisted. The boys panicked and hit him over the head and killed him. As a result they were sentenced to forty years in prison. When time came for their parole the prison authorities were rather skeptical on one of them making a parole. This one we took on parole. This boy was now twenty-four years of age when we hired him as a common laborer in our factory. He was meek, shy and unaccustomed to the modern ways of life.

Why, because these prime years of his life were spent in prison where he never had the opportunity to develop his personality and traits that most young people develop during this age period. Counseling and help by the foreman, personnel department and especially his parole officer played a definite role in the boy's future. This boy has advanced through various factory and office jobs and after fourteen years with our company he is now department head of our Scheduling and Material Control Department. For the last seven years he has been on the board of our Credit Union and has served three years on the Loan Approval Committee. When elected to the Board, the Credit Union had full knowledge of his past which in no way affected their thinking in having extreme faith in this individual. Today, he is married, has two lovely girls and owns his own home.

Another, was an alcoholic who served two years of an eight year sentence for passing bad checks. He was a very intelligent fellow with several degrees, including one in civil engineering. He went to work in the factory and a short time later was promoted to an engineer in our Engineering Department where he did an excellent job. He later resigned from our firm to accept a job as County Engineer in a county in Iowa where he is presently employed. His work history ends here, but his family life doesn't. Before conviction he had been married and had two children who lived in a large city in one of our western states. He hadn't heard from his family in several years and presumed his wife had divorced him because of his drinking problems and subsequently serving time. After his release from prison he called his aunt in this city, telling her where he was and during this conversation discovered his wife hadn't divorced him. With the help of our Company, this fellow contacted his wife and she in turn came to Cedar Rapids to spend a few days with him, hoping they could forget the past - plan for the future. Some weeks later his family was reunited with him in Cedar Rapids. The encouragement and help from his family had a definite effect on this fellow making his parole and also the position he holds in society today.

This last example is about a boy who spent fifteen years for murder, paroled to us with no particular experience in any line of work. We employed him in our office and today he is a programmer in our IBM Department. If we had taken into consideration the backgrounds and pasts of these fellows and by-passed them in promotions and advancements, it is hard telling where they would be today. Ex-parolees, like the ones I just mentioned, can help tremendously by talking to new parolees and explaining some of the problems they will run up against and these three fellows have done just this very thing for us.

The present post-released system in Iowa is excellent, but with so much emphasis put on pre-sentence investigation (which I will go into more detail later) Iowa could certainly use more good parole officers for better and closer supervision of our parolees. I believe our present pre-release program could be improved on. I realize great strides have been taken in the past few years in our institutions such as making additional schooling available (on grade school and high school level) but more consideration should be given in trade school training - machine shop, welding, blueprint reading, mechanics, etc. I realize this presents many problems, but if they were given the base fundamentals of these various trades it would certainly help industry today. These people would have to be properly screened to obtain those who are definitely interested in learning a trade rather than using it to pass the time of day or obtain training for use in an illegal manner. As we all know a majority of the inmates at our State and Federal Institutions today have no trade or skill whatsoever when they entered, so why not try and teach them a trade or the basic fundamentals when they are confined, because it is much easier to place a skilled man in industry than it is an unskilled one.

Better communications between counselors and personnel people so prior to parole, information may be passed on to the inmates some of the things that are expected of them when they go to work in industry. For example, their social security number. It is surprising how many parolees do not have their social security card or know their number and this is a requirement before they can be put on the payroll. They could be told most of the fringe benefits that industries have, such as, hospital and medical insurance, vacation, pension plans, etc. This would greatly improve relations between industrial people and our institutional employees, so we both would have a better understanding of our common problems - people. I know personnel people would be flattered to be asked by institutional employees for advice or help they may have on any particular problem that may arise.

The parolee today is not given enough money at the time of parole. The first few weeks of parole are the toughest from a money standpoint. Usually they will not receive a paycheck for at least a week and usually two weeks, so \$25.00 has to go a long way - but you can hardly expect it to stretch that far when they have to pay room rent, eat and buy a few clothes until they get their first paycheck. Consequently, some serious thought should be given to improve this situation. Another problem is prison made suits. About 90% of all parolees that we have employed told us they couldn't wait to get rid of this suit and buy something else, because everyone can tell it is prison made. This is not entirely true, but that is their opinion and thinking -- so is tax money being wasted on this!!! I don't know, but it is worth investigating.

A criticism I have is publicity on paroled people. Where the fault lies, I do not know, but when a man makes good or goes on parole, I don't believe it should be spread all over the front pages of the newspapers or on radio and TV stations. It is tough enough trying to forget your past, but with a great deal of publicity it makes it doubly tough. I would like to give you a couple of examples of what I mean. Several years ago after serving twenty-five years for murder, a fellow was paroled to us. The day before his release his mother had died on the West Coast, so he was given a two weeks leave to go to her funeral in California. This was front page news in all of the papers - Convict Murderer Flying to Mother's Bedside. Sitting beside two fellows in the air terminal at Denver waiting for the next flight, he overheard these two fellows talking. "I sure hope that murderer is not on our flight." How would you feel hearing that remark? Your normal reaction would be to defend yourself. But can you? No, you have to take your lumps and just grin and bear it. This fellow returned and went to work for us. During his imprisonment he had years to think and try to plan for the day of his release. He some day wanted to enter the ministry -- so after five months with us and with the approval of the parole board, he quit to enter college. But with many things against him -- such as age, money and being away from school for so many years he had to give it up after several weeks. He returned to our employ with loss of seniority, but the Union, knowing his complete history, voted to allow him his full seniority from the day he originally started. Another case of what your fellow employee thinks of an ex-con.

Another example of publicity -- another employee served many years in Wisconsin for murder. He was in our employ for six or seven years while on parole. During these years he had tried several times to obtain a pardon from the Governor. Then one day during a news broadcast over one of our local radio stations, it announced that this man who had committed murder had received a pardon from the Governor of Wisconsin. That evening he came in my office and said he was quitting. I asked the reason why? He replied that all his friends here at the plant would have heard the broadcast and would no longer associate or speak with him. I talked with him

at great lengths explaining that his reasons were entirely unfounded -- no one would say anything or discuss it with him. I persuaded him to return to work and come back in a week and give me the outcome. A week later he walked in my office -- all smiles -- you were right, he said, not a soul even mentioned a word. In fact, I believe they were more friendly. Publicity in these two cases could have ruined these two individuals who were attempting to rehabilitate themselves. Thank goodness, it didn't. The last man died a couple of years ago, but the other is still in our employ. Publicity has hurt our parole system. When someone gets into trouble today, all you hear or read about is he is an ex-con or is on parole. If more publicity was given to the people who have made good and have respectable positions in their community (with no names mentioned) people would have a different understanding and outlook on our parolees and parole system.

There has been a great deal of discussion the past years on pre-sentence investigations. Linn County is one of the few counties in Iowa that pre-sentence investigation is conducted 100% on all felony cases.

What good is pre-sentence investigation? It assists the sentencing Judge in making a fair evaluation of the case prior to sentencing, without it, he has to rely on limited information or a "hunch". With it, probation may be granted to worthy individuals, whereas without it, probation may be granted to some who don't need it. It assists prison officials to classify inmates and begin proper rehabilitation immediately, without it prison officials must use some guess work in their planning.

These investigations are of utmost importance to industry and its community for many reasons. One, is from a tax standpoint and industry is a large contributor. Figures show that it costs the Iowa taxpayer about \$1,665.00 to confine one man for one year in our State Institutions compared to about \$280.00 per year cost to supervise one offender on probation. Also, many times it is the bread-winner who is committed and as a result his family often needs welfare assistance, which again is tax money. This person may have a skilled job in industry that would require extensive training to replace and it also gives the probationer a supervised opportunity to make responsible decisions to accept the consequences for his behavior.

During a five year period in Linn County from 1957 through 1961 there are 421 individuals put on probation, as a result of a pre-sentence investigation by the parole officers. Of this total 83 were revoked or a 20% violation. This proves that pre-sentence investigation is a definite help to the individual himself and to the community.

Recently, I had the opportunity to witness several pre-sentence investigations and I would like to tell you about one which involved a nineteen year old youth. He broke into a cafe in Cedar Rapids and stole \$118.00, took a train to Chicago and shortly after arriving called his mother, told her he had taken the money and was returning to Cedar Rapids by train and give himself up to the authorities -- which he did. During the investigation, which involved questioning the youth, his wife and mother, many interesting facts were brought out. His father was a Major in the regular Army, but had died in 1950 leaving approximately \$17,000 to the boy's mother. His mother remarried about a year later to a man with three children of his own, a few years older than this youth. At that time the mother put the \$17,000 in a trust fund for the boy, which she hoped would be for his education, or if not, a start in business. The boy's stepfather was engaged in road construction, so consequently the whole family moved about a great deal. They finally settled in Cedar Rapids where the boy quit school after his 8th year and 16th birthday.

His mother and stepfather used every means to convince him to finish school, but it was to no avail. After leaving school he held numerous jobs but none longer than two month's duration. After his 18th birthday, he decided to go to Texas and visit his Uncle and to obtain employment if possible. During his stay in Texas he met a very nice girl that resulted in their marriage last September 13th. By getting married, he automatically inherited the \$17,000 from his trust fund. His hobby was playing pool and he frequented the pool hall in Texas before and after his marriage. These pool and card sharks, recognizing a patsy when they see one, proceeded to get him involved in a poker game (anyhow, that is what he thought it was) and took him for \$9,000. The balance, he lost in a transaction which involved the purchasing of this same tavern and pool hall. This all took place in a two month period after he was married. He and his wife finally returned to Cedar Rapids and took up residence with his mother and stepfather, where he was living at the time of his crime. Information received from his mother in regard to the boy's feeling about his stepfather and his step-brothers and sisters were excellent, no problems whatsoever. During the complete investigation of the boy, it was evident that he was very immature for a youth 19 years of age. Here was a youth who definitely needed controlled supervision and not the type that is received at a prison. With his immaturity it appeared that sending him to prison would be a definite mistake because of his tendency to follow and could very easily be misled, which could result in him being a menace to society. As it was, the parole officer recommended that he be placed on probation - which he was. What part in this did I play? -- none at the time - but a few days later after thinking this over, I had a soft spot for the boy's wife, for after sticking by him and seeing him blow \$17,000, steal money and leave her own home to be with her husband, she deserved some consideration, so I hired him and today he is doing a fine job with us.

I can't elaborate enough on the value of pre-sentence investigations, not only from a community standpoint but also from an industrial standpoint as well. There should be more emphasis put on public relations by the Board of Parole in trying to educate the public on some of the things the parolee is up against, what goes on inside an institution, and the problems involved in finding employment for these people. These are important facts the general public should be informed of.

Over the past twenty years we at Iowa Manufacturing Company have employed over 200 parolees with approximately 80% making a parole. As you can see, not all make it, but at least they all had the same opportunity and all appreciated the chance that was given them. From our experience the individuals who committed one major crime had a much better parole completion percentage than those who committed the so-called petty crimes. An interesting side light to this is, we have taken four murderers on parole - one died and the other three are still employed by us.

I would like to conclude with a few remarks about our parole officers. They are the backbone of our parole system. He must understand human behavior, be skilled in working with families of offenders, with employers, and with social and religious agencies and Labor Unions. He must have the cooperation and be able to cooperate with the local police, sheriff's office and the local attorneys. These are all important because your parole system is no better than the parole officers you have enforcing it.

COMMUNITY RESOURCES AND RESPONSIBILITY
IN POST RELEASE

by
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I. There is not much point in another speech as this conference draws to a close, every speaker has emphasized his topic in relation to the whole correctional cycle: from the community and back to the community.

II. However, it is appropriate to end this conference emphasizing the theme, Community Resources and Responsibilities in Post Release. We are now back where we were at the beginning, in the community. Also, this conference has been emphasizing people and what happens to people and this is appropriate, too. Judge Martin talked of the real community resource being its people - we should add that potential resource is our clients as people - successfully becoming a part of the community.

For, the ultimate test of the effectiveness of our work is not what happens in the institution or on parole, but in the future lives of our clients - future lives when they are on their own, solving their own problems of daily living in what we hope are successful and lawabiding ways. The ultimate test is after the correctional services have formally withdrawn.

Mr. Schueler has been talking just now about one of the two major needs of our clients as they make their lives in our communities. That, of course, is employment earning a living. He has talked about the responsibility of the employer as a member of the community, but also of the responsibility of the parolee who is employed. This is part of the community responsibility which is shared by both the community and the individual in it.

On the other hand, I want to look at quite briefly this morning the responsibility that every one of us has, not just any single group. I think we need to look at responsibility in this wider sense before we even consider resources, and the reason I think we need to do this is that it is too easy to remain concerned only in our own little area of work or interest and not think of our responsibility in the larger sense. To me this is very important and perhaps was illustrated a couple of weeks ago when I was talking before a group in Waterloo. The talk was on our Juvenile Parole Services in Iowa today, but in the discussion period which followed there was a tendency it seemed to me to look at only what "I should do" or what "you should do", whether the state should do something or whether the local community should do something, in the kind of "either-or" way. Now the thing that bothered me was what I sensed was a lack of consideration of the whole community in a very broad sense.

The responsibility is ours and whether we handle our responsibility through services which are local, state or federal should be determined only on the basis of the efficiency and appropriateness of the service, not on the basis of rivalry or of fear whether there is somebody else taking over what should be ours or, on the other hand, a feeling that somebody else should have done it and we shouldn't have any part of it at all.

This of course means that agencies and services should be encouraged which are appropriate to the needs of our clients only and we all should work to see that

resources are provided to do the job. This is one of the points so ably stated by Mr. Kalin in his keynote address. We should see issues as a whole, presenting a coordinated front. It is so desperately wasteful when we compete for dollars, either from taxes or private contributions. I will talk a bit more on this later.

Need, however, is related to purpose and what is our purpose in Corrections? To me, the purpose of the whole Correctional process is basically protection of society, and I do not believe we should forget this, but, and to me this is important, protection of society can best be achieved through effective rehabilitation measures. We all are vitally aware of the fact that virtually all inmates return to society. This was the purpose of the new penitentiary idea and later the reformatory idea which developed in this country right after our country was founded. Before that you will remember, prisoners were either put to death or banished for many offenses, in an attempt to eliminate them as a threat to society.

Our clients do return to the community rather quickly, however, in Iowa, for instance, in juvenile institutions boys and girls are back in the community after 7 months on the average. In the adult institutions in Iowa the average man committed to the reformatory or the penitentiary (in averaging both paroles and discharges) returns to the community after about 18 months for the reformatory and 27 months for the penitentiary.

Our purpose, then, has to be the re-integration of the offender back in the society. And that, of course, is really what the whole theme of this conference is about.

However, my assigned task is a little more specific and I would like to concentrate for a few minutes on just two aspects of the theme, Community Resources and Responsibilities. The first aspect will be on general community resources and the final point I want to talk about is a more specific community resource, the family.

Concerning community resources, already we have had an excellent discussion of the area of employment from the view of the employer, but I just want to add a post script to his presentation. As far as the community goes in the area of employment we should not forget the employment services, especially the state employment service which can be a real asset to both the parolee, the employer, and the parole officer. Private employment services can also be used to great advantage. Understanding on the part of the employment services can aid their work in behalf of our clients, because many of our clients do obtain jobs from this resource. This, of course, is in addition to the special interpretation which every parole agent should be doing, and the other community resource we should not forget in the area is vocational rehabilitation, especially where provisions of the man power retraining program are being carried out. Also, the more traditional vocational rehabilitation programs also can be helpful and we only wish that the programs could be broadened.

There are many other community resources which can and should when appropriate be used to aid in the re-integration of the offender into the community. Each community is different and it is not possible to look at them all. Go through the yellow pages in the telephone directory. Or, many communities have a social service directory which lists them. All we can do here is list them in general groups. One of the first to consider, of course, is the county welfare department. There is a welfare department in every county in the United States and they vary widely as to what resources are available in the department. But in general there are always ADC, Old Age Assistance, Aid to the Blind, and Aid to the Disabled programs and Child Welfare Services. Since the 1962 amendment, rehabilitative services are being emphasized, and this can be a great resource when the man is in the institution, but it may also be a

resource after his release. Of course, there is also the county relief department and in Iowa the Soldiers and Sailors Relief Department. Relief departments vary even more widely as to how many resources will be brought to bear. But it is a problem in some places in that it is hard for many relief officials to realize that an adequate sum of money appropriately given at the right time can be worth many times that amount later when the family is more disintegrated.

There are also other agencies that can be a real help such as mental health centers, and in this connection one should mention not only local mental health centers, but state services which may be available locally. Also child guidance clinics, family service agencies and church sponsored social services agencies should be mentioned. But again we have a problem when we consider these agencies and their usefulness in after care programs. I would like to quote from a lecture entitled "Probation and Social Agencies: given by Sheldon Glueck at the University of Utah just a year ago:

There is little I can say about this high proportion of welfare problems in the families of those who fall afoul of the law that is not already well known to social workers. I can summarize the results by saying that the great number of family welfare and relief organizations, combined with the excessive number of agencies giving free health assistance, indicates that problems of economic marginality and related handicaps apparently comprise a major source of difficulties in the troubled families of offenders; and that the numerous problems involving children, together with the cases of the family disintegration in the households of probationers. Whatever conclusions of social policy these facts suggest, one seems clear; namely, that the work of probation officers must be so oriented as to make the family, rather than the individual, the unit of effort. But even this may not be enough for a substantially more successful coping with the ramifications of delinquency and criminalism embodied in the lives of probationers and their families.

Mr. Glueck points out the extent that social agencies are already involved with, in this case, probationers, and I am sure it is true also regarding parolees, but Mr. Glueck also emphasizes in that lecture the lack of communication or the lack of use of social agencies by the probation officers and indeed the lack of knowledge that the social agencies are even involved at all. More about this later.

Then, of course, a strong resource in many communities is the church and also for some parolees a resource is service clubs, YMCA's, settlement houses, and other services of this sort which may be available to both the adults and juveniles in our client families. We can and we should know of these resources and we should help the clients make use of them.

This, of course, raises a very important problem. Every community has some resources. Many communities have even more, but these resources can't be used by the parole officer or the client if they are not known. This raises the word Communication. Communication is important between agencies and between the parole officer and agencies so that there can be communication between the client and agencies. Now there are two aspects of communication that should be mentioned and the first of these, of course, is the knowledge of the availability of the service. This goes without saying. The second part is almost more important perhaps and that is not only knowledge of what the agencies do, but the appreciation of the work that they can do so that sensitive and appropriate referrals can be made. We who work in the field must appreciate the point of view of the other agency, both strengths and weaknesses, both what the agency can do and what it cannot do before there can be a genuine working together.

An illustration of this has come about over the past couple of months between the Juvenile Parole Services in Iowa which I supervise and the Driver's License Division of the Department of Public Safety. We have taken kids driver's licenses away quite often for good and sufficient reason and this is quite acceptable under our broad powers. However, the kids soon learn that they could apply for a duplicate in the next county. Well, we worked out a procedure whereby the Driver's License Division is requested that a license be suspended for a period of time. We can do this because we have legal custody. Well, this notice is attached to the original application and if a boy or girl does apply for a duplicate, we are notified and the parole counselor can take appropriate action. This has already happened and has worked very successfully.

I wonder how many of us routinely and sensitively coordinate our work with all appropriate community agencies which are available to us?

Then there is another important aspect of community responsibility regarding resources and that is when there is a lack of them. Do we work toward helping the community provide them? We could consider the needs for group homes for juveniles as Mr. Dawson described how Wisconsin used them, or half-way houses for adults. Everyone I have talked to is sure these are an extremely important and needed resource. For instance, in Iowa, only one or two communities have a homemaker service. This service, in which ladies who have had a period of in-service training provide homemaker care for families where the mother is unable to do this for a temporary period - the service being designed to carry families over a crisis period so that the children will not need to be removed. It can be very helpful, and it is not to be substituted for a housekeeper which is just taking care of the physical needs. Many communities could use this service which would help prevent breakdown of families due to crisis situations, and I would think that we as workers in the correctional field should encourage communities in developing such resources as this.

And, related to this business of working for better community resources, I want to mention that I think one highlight of the conference was the discussion Tuesday afternoon when Mr. Cranberg emphasized the realistic use of the power structure in the community. True, we must work to educate the public generally, but we can't wait until the whole community perceives a need. In addition to broad community interpretations, we must also focus on the leadership in the community and make sure they understand the problems so that they will effectively work to get programs started or improved. This is the purpose of the Iowa Citizen's Council, and the Citizen's Action Program of the N.C.C.D.

Finally, perhaps the most important aspect under the theme of Community Resources is the fact that a human being must have social contact - "no man is an island". Also, Mr. Dawson yesterday mentioned the "sense of belonging" which every person needs. Of course, this means the family of our client and this again is what Mr. Glueck was talking about in the quotation I read earlier.

At the 7th Annual Correctional Conference held here in Ames four years ago, I talked on family integration, and talking to you today gives me a chance to re-emphasize a couple of points I made at that time: "As one of the major groups that influence the individual, the family still looms as the most important. This influence shows in two ways: the influence of the family in shaping the basic emotional pattern of the individual as he grows up, and as an influence while he is involved in the rehabilitation process after he is released from a correctional institution." "The family is basic because here parental love and

care nurture the young child, setting the basic emotional components of the personality. It is here that the child begins to perceive what authority means, and how he must relate to it in this primary social group and later in society generally. And it is here, in his own family, that the individual (with professional help from you) must come to grips with his personal problems and his problems in relation to others."

Why is it important to bring the family up in this talk? It seems to me it is important because the family is the key to our whole rehabilitation function. The family must be considered as community resources are brought to bear in all after care programs. With a few families, with our present resources the family cannot be re-integrated into a rehabilitative program. In these cases, we must sensitively provide substitutes for this need on the part of all of us. This, of course, means for younger children foster homes, or group homes, or half-way houses.

The family can be integrated into the rehabilitative program, however, in most cases, so again a comment I made in 1960 is appropriate.

To bring the family closer to the mainstream of community life, you must be seen by them as supportive personalized authority. You will earn this status by being useful. The family must believe that you want them to obey the laws not only because the laws are necessary, but because you want them to meet less resistance - less trouble - and thus to achieve more happiness.

This is a big order. How do you go about filling it? In the first place, you try to behave as a reasonable authority, by explaining simply and in detail the necessity of your intrusion. You do not "pussy foot" about why you have come because you must state the need for change in ways that are clear to the family. At the same time, you as an understanding, supportive authority deal with their feelings about the problems you and they see.

This can be done in the community, of course, either directly by the parole counselor or parole officer or through the sensitive, appropriate use of community resources.

I cannot emphasize too strongly how we must work to genuinely understand what the other agency is trying to do in working on a family oriented basis. Perhaps an illustration of this can be considered right here in Iowa. In Des Moines, the Board of Control sponsors as a demonstration project, a Saturday Clinic for parolees from Eldora and Mitchellville training schools and their families. Four social workers and psychologists are hired to work Saturdays, and families of children who are sent to the training schools are referred to this project, the Iowa Youth Guidance Service. This program has been developing for four years and it is only within the past year that the juvenile parole service and the workers of the Iowa Youth Guidance Service have really begun to learn to understand the strength and weaknesses of each service and how they relate to each other, and that doesn't mean that they hadn't been trying the three years previous. At any rate, as the parole counselors and the IYGS workers learned to work together, disorganized families have been helped that were never helped before. One of our counselors formerly worked in the juvenile probation department and she knows of a family that was considered "hard core", hard to reach, or whatever names seems appropriate to us, and, of course, eventually

the child ended in the training school. With the Youth Guidance Service working on the one hand and the juvenile parole service working on the other side, this family has finally started working on the whole disorganized family pattern after having been picked up by our demonstration project for treatment right at the time of the shock to the family of a member being sent to the training school. This timing is very important - the offer and availability of service when the family is in a crisis.

Well, everything I have said or what I have been trying to say isn't new at all to you and discussions about coordinating local services is not new either. It seems critical to continue to discuss this, however, and as Dr. Lundon said to this group in the same April 1960, "family integration is an important but neglected area" in our work.

Everyone needs help in daily living; no one is alone really. It is the responsibility of all of us to see that those who feel alone, however, know where to go. It is our responsibility, as professionals in the field of corrections and as responsible members of the community to bridge the gap: the gap of understanding and the gap of sensitive communication, so that every person who works on his problems can be successfully integrated into the community of his fellow man.

When we think of the re-integration of our client into the community, it really is our responsibility perhaps more than others because we are both professionals and members of the community. It may be appropriate to mention in closing that when Jesus told the story of the good Samaritan, he ended by saying, "Go thou and do likewise".

Thank you.

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