

Citizen

Involvement

Project

CIP

1978

# CITIZEN VOLUNTEERS

Working in Jails

conducted by **OAR** OFFENDER AID AND RESTORATION U.S.A.  
400 East High Street  
Charlottesville, Virginia 22901

sponsored by **nic** national institute  
of corrections

**NATIONAL INFORMATION CENTER**

VF

Department of Justice

**ORIGINAL**

Bureau of Prisons

CITIZEN INVOLVEMENT PROJECT

TRAINING WORKSHOP

Philadelphia-April 11-14, 1978

TUESDAY-APRIL 11

1:00 p.m. - 5:30 p.m. REGISTRATION, KRISHEIM CONFERENCE CENTER

6:00 p.m. DINNER

7:00 p.m. OPENING SESSION

Welcome and Introductions  
Background of the National Institute of Corrections and  
Citizen Involvement Project  
Formation of Learning Team Assessment Groups (TAG)  
(Three Officer/Citizen Teams will compose one TAG. You  
will work in these groups throughout the Workshop.)

9:30 p.m. SOCIAL TIME - OPEN CASH BAR

WEDNESDAY-APRIL 12

8:00 a.m. BREAKFAST

8:45 a.m. MORNING SESSION

Warm-up Exercises  
Lecturette on Adult Learning  
Life Snap Shots (TAG)  
Officer/Citizen Team Learning Check List  
Clarifying and Developing Philosophy of  
Citizen Involvement in Jails

12:15 p.m. LUNCH AND FREE TIME

2:00 p.m. AFTERNOON SESSION

Lecturettes:

Philosophies of Criminal Justice

Warden Gordon Kamka,  
Baltimore City Jail

Philosophies of Citizen Involvement  
and Volunteerism

Skip Mullaney,  
Executive Director, OAR/US

Teams and TAGS: stating your Philosophy  
Models of Citizen Involvement: Panel with TAG discussion  
J. Elwood Clements, Sheriff, Arlington County, Virginia  
Bob Mordhorst, Richmond OAR  
John Case, Field Director, Pennsylvania Prison Society  
Moderator: Gordon Kamka, Warden, Baltimore City Jail

5:00 p.m. FREE TIME

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WEDNESDAY-CONTINUED

- 6:00 p.m. DINNER
- 7:30 p.m. EVENING SESSION  
Resource Gathering  
(Human and Material Resources)
- 9:30 p.m. FREE TIME

THURSDAY-APRIL 13

- 8:00 a.m. BREAKFAST
- 8:45 a.m. MORNING SESSION  
Colloquia on Special Interest Topics  
Creative Problem Solving  
Force Field Analysis  
Simulation: Visioning an Ideal Future
- 12:15 p.m. LUNCH AND FREE TIME
- 2:00 p.m. AFTERNOON SESSION  
Analysis and Action Planning: Officer/Citizen Team  
Progress Sharing: TAGS
- 5:00 p.m. FREE TIME
- 6:00 p.m. DINNER
- 7:30 p.m. EVENING SESSION  
Detailing Plans for Citizen Involvement: Officer/Citizen Teams
- 9:30 p.m. FREE TIME

FRIDAY-APRIL 14

- 8:00 a.m. BREAKFAST
- 8:45 a.m. CLOSING SESSION  
Presentation and Feedback on Plans: TAGS  
Sharing Innovative Strategies  
Written Evaluation  
Next Steps
- 12:30 p.m. LUNCH
- 1:30 p.m. - 3:30 p.m. TRANSPORTATION TO AIRPORT  
(Reminder: Send us your travel plans so we can  
meet you! Thanks.)

\*Tea and Coffee Breaks are scheduled during each morning and afternoon session.

## TRAINING STAFF AND DESIGN

Our trainers are Winifred Legerton, (B.A., M.Div.) and Georgeann Wilcoxson, (B.A., M.A., Ph.D.). They are partners in their Charlottesville, Virginia based consulting firm, Legerton-Wilcoxson and Associates.

In close consultation with NIC and OAR staff, they have based their design on input from your questionnaires. The design provides opportunities for you to share your experiences and learn from the practical experiences of other participants. To facilitate this sharing the early portion of the design will build a climate for such openness and exchange of ideas and life experiences.

Ms. Legerton served as a graduate intern at the Connecticut Correctional Institution for Women, Niantic, CT. She has done extensive counseling, community education, campus ministry (University of Virginia), and served as an associate pastor. Recently her consulting and training include: Federal Executive Institute (FEI), Charlottesville; FEI Alumni Association, Washington, D. C.; Charlottesville Women's Coordinating Council; Presbyterian Church, U. S. General Assembly Mission Board and Office of Review and Evaluation; National Council of Churches; Joint Educational Development (U. S. and Canada); Montreal Conference Center.

Dr. Wilcoxson has taught at all levels and has served numerous groups and organizations as consultant, trainer, and designer. She specialized in experiential learning, group dynamics and conflict management. Recent clients include: U. S. Department of Labor; Community Services Division; Virginia Commonwealth University; Federal Executive Institute; U. S. Geological Survey, Denver; Virginia Foundation for the Humanities and Public Policy; Metropolitan Ministry with Women, Criminal Justice Project, and University of Virginia, Division of Continuing Education.

## CIP EASTERN WORKSHOP PARTICIPANTS

April, 1978

<u>Name</u>	<u>Occupational Title</u>	<u>Partner's Name</u>	<u>Occupational Title</u>
Ha. Marando Hazel	Correctional Officer Women's Facility, DE	JoAnn Aldrich	Homemaker
Sally Evans	Jail Planning & Research, FLA	Irene Avers	Retired Educator - Heads Volunteer Prog. in Jail
John Polk	Sheriff, FLA	Louise Crawford	EEO & Civil Rights Officer
John King Leo Plante	Sheriff Supt. of Jail, ILL.	George Kelly	Farmer, Chman Justice & Public Safety Comm, McLea County Board
Peter Russell	Dir. Training Ctr. MASS.	Gary Kenefick	Dir. Educ/Voc College Prog in Jail
John DeWitt	Sheriff, MD.	Charles Barton	Minister
William Kemp	Captain, Jail Division MI.	Jack Hunt	Head of County Board
Earl Matheny	Lt. Corrective Svces MI	Robert Gorsline	County Commissioner
Tom McIntyre	Jail Administrator MI	Bob Tofel	Community Service Director SAGINAW NEWS
Gene Nuth	Warden, MD.	Darrell Russell	Lawyer
eldon McPhail (Ph.D - Bus Ad)	Deputy Director MD.	Jim Smith	Jaycees - Institutional Ch
amp Melton	Sheriff, W. VA	Ann Figura	Director, Family Services
ed Barr	Sheriff, W. VA	Beth Bauerson	League of Women Voters
Joseph Paesani	Superintendent, DE		
Joseph Littel	Jailer, WIS.	Ervin Heinzelman	Director of Wis. Correc Service
Richard Jakmas	Sheriff, OHIO	Rhoda Dotson	Urban League, Hostess to Radio & TV show

Possible candidates:

Mike Frey, NJ

Bob Ruffo, MASS.



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## PREPARING FOR THE SKIT

### Time Frame

You have 50 minutes during which your Learning TAG is to prepare a 5 minute skit for presentation.

### Purpose

The purpose of the skit is to present to the community here some of the concerns, issues and opportunities your team sees in relation to citizen involvement in jails.

An additional purpose is for you to work together at a task during which you function as a team on a common goal.

### Suggested Steps

1. Take a few minutes to get better acquainted.
2. Decide on a theme and the specific ideas you wish to present.
3. Decide on a process for presenting your ideas.
4. Decide who will do/say what, when.
5. Do a "run through" practice.

Be back in the room ready to present your skit and see others by 8:30 p.m.





## IDEAL PROBLEM SOLVING CONDITIONS

### -COMMON GOAL (TASK)

understood  
agreed upon

### - COLLABORATIVE APPROACH

win-win attitude= "We"  
idea building ("I like...and I wish...")  
climate of security for risk taking (acceptance)

### -EFFECTIVE COMMUNICATION

two-way with feedback, dialogical  
multi-modal and congruent  
appropriate problem ownership= "I-statements" and  
Active Listening

### -DISTRIBUTED AND DESIGNATED LEADERSHIP

Leadership = initiator of action for goal achievement  
Designated Leader role clear and appropriate

### -TASK/MAINTENANCE BALANCE

process plus product

### -SKILLS IN PROBLEM-SOLVING

Common, agreed upon approach  
Problem Definition  
Goal Statement  
Goal Analysis (Force Field Analysis)  
Productive Thinking

collaborate defer judgment seek analogy  
reduce risk force fit data gather

Selective Thinking

clear, agreed upon criteria  
reality testing

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## SIMULATION: VISIONING AN IDEAL FUTURE

### Introduction

One of the most important steps in creating is to have a vision. Remember when the idea of sending people to the moon was considered an impossible fantasy? Then our nation got the vision that it could be done. We soon solved all the problems, overcame the barriers, and we went to the moon!

The purpose of this exercise is to create such a vision, your team vision of the ideal future you can dream for those accused and convicted of crimes in your community. The second purpose of the exercise is to give you practice beginning to use the FFA (Force Field Analysis).

### Imagining

Imagine for a while that there is no correctional system in your area. There are law enforcement officers and judges who are the same as you know them in real life, but there is at the moment no provision for dealing with persons once they are arrested or after they are tried.

Imagine that you and your partner have been given the responsibility of recommending an ideal correctional program for your community. Assume program money is available for any good case you can make. Let your wildest dreams come out.

### Deciding

1. First discuss what you would like the program to be like. Brainstorm lots of ideas. Then write a description of the key points your program would include. (Take 15-20 minutes)
2. Next, write a brief goal (or objective) statement that describes the essential parts of your ideal program. (Take 5 - 10 minutes)
3. Now, analyze and list (brainstorm) the forces driving toward the achievement of the goal and the forces restraining the goal achievement in real life in your community. (Take 20 minutes)
4. Finally, identify some actions that might be taken by you or others you might influence to weaken some of the restraining forces and strengthen some of the driving forces. (Take 10 minutes)

Keep your "vision" in your notebook for reference as your own dreaming to which a strong citizen involvement program might contribute.

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## Life Snap Shots

### Instructions for Group Facilitators

#### Background

This activity is based on the applied behavioral science technique known as the "Depth Enfoldment." The purpose is to provide participants an opportunity to know each other quickly at some depth, though in a low risk atmosphere. After time for quiet, individual reflection and response to the "Life Snap Shots Preparation" sheet, each person in turn has 7 minutes to describe a few key experiences that have influenced who they are. Time should be kept closely. Ask the person to the right of each speaker to keep time for them and touch them when six (6) minutes are up. They then have one minute to finish what they were saying and tell about one of their happiest times. Let participants know that if they do not use up their full seven minutes the group can ask questions. Let everyone know that at anytime during the workshop, people should share only what they wish. They can simply say "I pass," to questions if they choose.

After everyone has shared their experiences, take the remaining 15 or so minutes for general discussion about points at which people identified with others. Allow time for any questions or responses that participants have for each other.

A critical factor in the success of the Life Snapshots is the fact that the group facilitator leads off and models the process for the group. The depth and detail of the Facilitator's sharing sets the tone for the group. The Facilitator should therefore think carefully about experiences she or he selects to share. The key is authentic sharing. Include significant personal experiences as well as professional.

#### Process

- 1 minute 1. Introduce the exercise briefly as an opportunity to practice self-disclosure and a means of developing the base of openness and trust that will contribute to more effective work and learning together.
- 18 minutes 2. Pass out the sheets "Life Snapshots Preparation" and tell people they have 15 minutes to read and respond to each item in sequence. Maintain quiet for individual work and reflection and encourage people to take time to reflect on themselves.
- 50 - 3. Seated in a circle close enough to hear soft voices, tell the group  
60 minutes you will begin the sharing of snapshots of your life. They in turn will have 7 minutes each to share what they wish from:
  - a) key experiences that shaped them
  - b) experiences that influenced their feelings about people in jails
  - c) one of their happiest times.Ask the person to your right to signal you when 6 minutes are up. Then model the sharing process.
- 15 - 4. When everyone has finished, use the remaining time to discuss points  
20 minutes of identification and questions. Break at 10:45 with a reminder to meet in plenary at 11:00 a.m. sharp.

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Life Snap Shots  
Preparation

1. What kind of person are you?

Following is a list of adjectives. Think about yourself, the kind of person you are. Then underline the adjectives that you think describe you. Add any additional adjectives in the extra space. Don't be modest!

aggressive, quiet, moody, talented, reserved, hard working, energetic, somber, thoughtful, interesting, just, careless, systematic, honest, passive, joyful, beautiful, committed, easy going, resourceful, compassionate, innocent, disorganized, over-worked, light hearted, handsome, loving, self-reliant, quick tempered, structured, worrier, thrifty, religious, witty, assertive, sly, serious, apathetic, legalistic, wise, innovative, sedate, creative, strong, competitive, tired, dependent, cooperative, decisive, ambitious, enthusiastic, self-confident, extroverted, poised, restless, easily annoyed, original, analytical, sociable, conscientious, mature, emotional, colorful, calm, persuasive, inhibited, good listener, expressive, methodical, often feel lonely, broad interests, calm, feel but do not show emotions, sensitive, easily discouraged, idealistic

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2. How did you become who you are?

Think back over your life, moving from childhood to the present. Identify key experiences you had that helped make you the person you are. Jot down a phrase or a symbol to help you recall each of these key experiences. (Think of significant people, challenges, problems, achievements.)

## Life Snap Shots Preparation-Continued

3. What influenced your attitudes and concerns about people in jails?

Again, think back over your life. Identify experiences that contributed to your present attitudes and concerns about people who are accused or convicted of breaking laws. Again, jot down symbols to remind you of these experiences.

4. What makes you happy?

Think and write symbols for some of the happiest times in your life.

## FORCE FIELD ANALYSIS

GOAL:

DRIVING FORCES



RESTRAINING FORCES



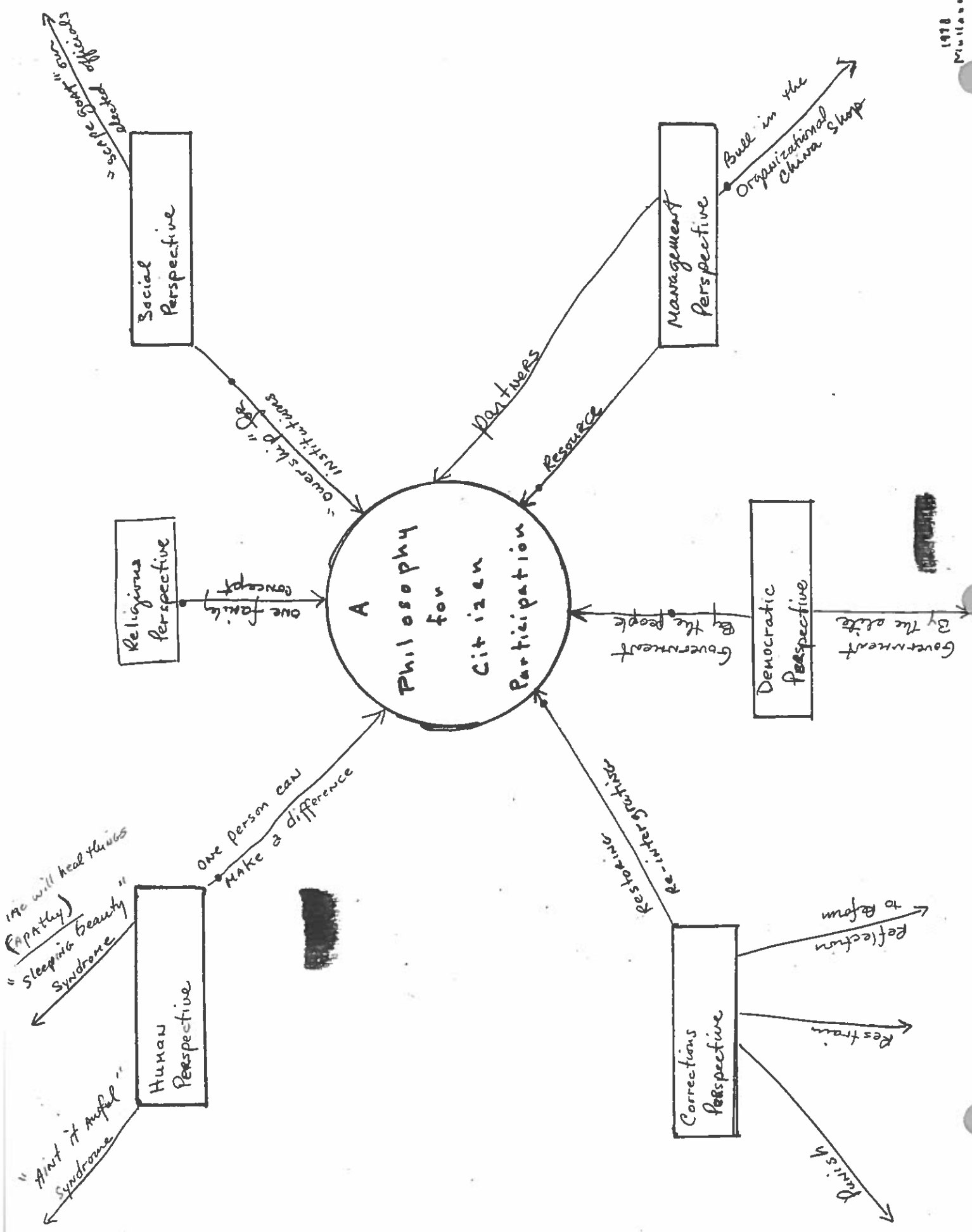
### STEPS:

1. Identify driving forces.
2. Identify restraining forces.
3. Convert all forces to action steps that will increase driving forces and diminish restraining forces.
4. Prioritize all action steps in terms of the following:
  - a) which step will move you toward the goal most
  - b) which step do you have the most power to effect
  - c) add the two values together to determine which steps have the highest priority for action.
5. List priority action items in time sequence (what has to happen first).
6. Determine who is responsible for each step, by when it will be completed. Work out details for implementing each step.
7. Agree upon a process of evaluation to determine when the goal is achieved.

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Life Snap Shots Preparation-Continued

5. When you have finished numbers 2, 3, and 4, go back and check (✓) a few key experiences from number 2 and 3 and one from number 4 that you are willing to share with the group to help them know you at a deeper level.





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# CITIZEN INVOLVEMENT PROJECT

WORKSHOP EVALUATION \_\_\_\_\_,

LOCATION \_\_\_\_\_

NAME (IF YOU WISH) \_\_\_\_\_

NOTE: Since this is one of two National Pilot Projects, we are especially interested in "feedback" from you. Please respond in detail to the following, so we can improve future training designs.

1. What is your over-all satisfaction level for the entire Workshop experience?  
(check one)

- ☐ Totally Satisfied  
☐ Highly Satisfied  
☐ More Satisfied than Dissatisfied  
☐ Neither Satisfied or Dissatisfied  
☐ More Dissatisfied than Satisfied  
☐ Highly Dissatisfied  
☐ Totally Dissatisfied

2. What did you find most helpful during the Workshop?

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3. What did you find least helpful during the Workshop?

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4. What new (or "re-newed") skills and knowledge did you develop?

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5. What new questions or areas of learning do you now plan to pursue? List, then check (✓) areas with which you would like help from C. I. P. staff during the coming year.

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6. Please, think back over each part of the Workshop and evaluate the individual part
- a) with respect to the content and
  - b) with respect to the process of presentation

Use the following scale as you respond to each part:

CONTENT

SCALES

PRESENTATION PROCESS

5=extremely useful

5=extremely stimulating & involving

4=quite useful

4=quite stimulating & involving

3=somewhat useful

3=somewhat stimulating & involving

2=slightly useful

2=slightly stimulating & involving

1=useless

1=completely boring

DAY IOPENING SESSIONCONTENTPROCESS

Welcome and Introductions

Background of Project

Introduction of Design &amp; Schedule

Skits

DAY IIMORNING SESSIONCONTENTPROCESS

Officer/Citizen Checklist

AFTERNOON SESSION

Lecturette: Philosophies of Criminal Justice

Lecturette: Philosophies of Citizen Involvement  
and Volunteerism

Stating Your Philosophy

Panel: Models of Citizen Involvement

Discussion in TAG's

Response to Questions

EVENING SESSION

Resource Gathering: Materials

People

DAY IIIMORNING SESSIONCONTENTPROCESS

COLLOQUIA ON SPECIAL INTEREST TOPICS

(List ones you attended)

## DAY III-MORNING SESSION (Continued)

Lecturette: Creative Problem Solving &amp; FFA

Simulation: Visioning an Ideal Future

CONTENTPROCESSAFTERNOON SESSION

Analysis and Action Planning

Progress Sharing

EVENING SESSION

Detailing Plans

DAY IV

## CLOSING SESSION

Presentation and Feedback on Plans

Sharing Innovative Strategies

CONTENTPROCESS

7. What suggestions can you make to help us improve the Workshop experience?

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ACTIVITY:

SPECIFIC ACTIVITY PLAN

4/11/86 10:31

DATE:

PERSON  
RESPONSIBLE:

ACTION STEP	BY WHOM	STARTING DATE	COMPLETION DATE	MATERIALS, FACILITIES + RESOURCES NEEDED	PERSON WORK DAYS NEEDED	COST

EVALUATION PROCESS:

# OVER-ALL ACTION PLAN

OBJECTIVE:

4/11/2000

MANAGER(S) :

DATE :

ACTIVITY	PERSON RESPONSIBLE	STARTING DATE	COMPLETION DATE	PERSON WORK DAYS NEEDED	COST	FUNDING SOURCE

EVALUATION PROCESS:

OVER-ALL ACTION PLAN

OBJECTIVE:

4/11/85

MANAGER(S):

DATE:

ACTIVITY	PERSON RESPONSIBLE	STARTING DATE	COMPLETION DATE	PERSON WORK DAYS NEEDED	COST	FUNDING SOURCE

EVALUATION PROCESS:

Not

OVER-ALL ACTION PLAN

OBJECTIVE:

411 0000000000

MANAGER(S) :

DATE :

ACTIVITY	PERSON RESPONSIBLE	STARTING DATE	COMPLETION DATE	PERSON WORK DAYS NEEDED	COST	FUNDING SOURCE

EVALUATION PROCESS:



## Developing Values Through Milieu Therapy

by

Essey Wolf from

Essey Wolf from is a member of the National Association of Social Workers and Director, Work/Training Release Program at Purdy Treatment Center for Women, July 1, 1971, through February 28, 1975

Prison reform proposals, which run the gamut from elimination of prisons entirely to major reforms in established, large prisons, are a popular concern of the day. Some of this concern is based not only upon humanitarian ideals but on cold, hard facts that show that prisons and the sentencing of felons to prisons are deterrents neither to crime nor to a return to crime once the person has left prison. Much support is being given to developing community-based treatment programs for persons convicted of felonies; the aim is to eliminate prisons that isolate a person from the society to which he has had difficulty adjusting. Unfortunately, we are not currently at a stage in our country when we can eliminate all prisons at one stroke in favor of community-based programs and at the same time hasten the advent of community centers and the elimination of today's prisons.

The Purdy Treatment Center for Women, a new prison for women convicted of felonies and sentenced to the only state prison in the state of Washington, has developed a program that is a form of milieu therapy. This program allows the women as much autonomy and even liberty as is deemed possible within the confines of an institutional program. "Individuality" and "responsibility" are key words and key criteria of performance for both residents and staff. The program calls for a close working relationship between residents and staff. This relationship tends to blur the traditionally separated value systems and the usual social distance between staff and residents. Mutual trust and respect become values for residents and staff alike, up to a point. Differences are still apparent, however, particularly when there is interference with the prime value of a resident--freedom.

### THE SETTING

The Purdy Treatment Center for Women was opened on February 22, 1971. With some exceptions, almost all the personnel hired by the superintendent had no previous experience in correction. Thus the philosophy of the program was evident in the very selection of the personnel. That is, traditional prison programs would not be implemented; instead, the emphasis would be on developing new ways of working with incarcerated women.

The facility resembles a small community college. Five residential units, each housing about thirty-two women are connected by architectural dividers and form a large enclosed rectangle. In the center of the rectangle are three large buildings; one has offices and the medical-dental clinic; a second, the school building and library also houses the chapel and game room; the third is the kitchen and dining area, which doubles as a multipurpose room. There are no guard towers. Rather than having a separate staff for each function, staff in the residential units have a dual responsibility for both custody and counseling. On the grounds, but away from the main building, is an apartment complex comprising ten apartments that can house two women each. These twenty women are classified as "minimum custody" and in addition have been approved for placement in nearby cities in the work or training release program.

Despite the fact that physical brutality has been almost entirely eliminated as punishment in prisons, it has been difficult to eliminate the psychological degradation and deprivation which come from imprisonment. Such a psychological impact is in itself a form of brutality and perhaps even worse than physical punishment; at the very least, it is exceedingly painful. Sociologists have stressed that major hurts include deprivation of liberty, privacy, goods and services, heterosexual relationships, and autonomy.<sup>1</sup>

The Purdy program is attempting to lessen these deprivations as much as possible. Although restricted to the campus during the day, the women are free to move back and forth between school, library, canteen, dining room, residential units, game room, and so on. The state law provides for furloughs, and these are encouraged since they allow the women to maintain ties with their family and friends rather than to develop close ties with fellow residents in the institution. Women at Purdy may wear their own clothes. They have keys to their individual rooms, and there is no restriction on use of their own television or stereo sets, or other personal belongings as long as they take responsibility for their safekeeping.

There is no restriction on the number of letters they can write. Outgoing mail is not censored; incoming mail is opened and the envelopes shaken to eliminate any contraband, but the mail is not read. There is no restriction on the number of packages the family and friends can send or bring into the institution, although a staff member is present when the residents open the packages. On occasion family and friends may bring in fresh meat, vegetables, or canned goods since the women may cook in their residential units if they wish. There is a telephone in each residential unit and residents are free to use it as long as they maintain common courtesy and do not monopolize it.

Visiting is on both Saturdays and Sundays, and family members may visit in the residential units. In addition, children of women living in the apartments may stay overnight or for weekends. This has done much to alleviate a major deprivation for women which involves the separation and loss of relationship with children.<sup>2</sup>

Although the institution does not provide for conjugal visiting, the staff does support strongly the use of furloughs for maintaining family relations. In addition, about one third of the counseling staff members assigned to the residential units are men. The male counselors give many of the women who have not had an opportunity for a positive nonsexual relationship with a man an opportunity to form such ties. The men are not there, it should be stressed, for security purposes, but as part of a planned counseling service base.

## THE PROGRAM

Development of individual programming for each resident is the most important part of the program. This can do much to lessen the adverse psychological impact of the women's loss of autonomy. Unfortunately, at some institutions individual programs have been formulated solely by a staff member or staff committee; residents have not been included in making these decisions.

At Purdy every effort is made to involve the woman in making whatever decisions about herself she is able to. With the exception of the first month of confinement when the women are asked to work in the kitchen facility, there are no assigned work stations or mandatory school participation. When there is an opening to help the staff in the business office, clinic, school office, recreation, or other place a resident may apply for the job and is interviewed just as she could be in the free world. Counseling staff is available to help her choose the areas that interest her. With the emphasis on individuality and responsibility, a woman may stay up all night since there are no lights-out or lock-up times. If she maintains her commitments to the program, her late hours will create no problem for her. If she does not, this will be discussed and handled with her at an individual planning meeting. At such a meeting a woman may request approval for work and/or training release, early parole, furlough, or a similar change in her program.

Planning meetings for each resident are held about every six to eight weeks; both the staff of the residential unit and the inmate participate. During the meeting the resident

discusses with the staff the positive and negative aspects of her program and what her goals are. The staff also tell her their impressions of her progress. Also her participation in school or work may be evaluated with her in terms of her future requests.

Through a special law and justice grant, the regular Purdy staff is augmented by specialists who handle the large work and training release program for the center. About 70 percent of the residents who have been paroled from the institution have participated in this program; 15-20 percent of the total population have been on work or training release at any one time.<sup>3</sup> The work and training release program bases its programming on the decisions and interests of the individual woman. It is implemented in neighboring communities. Women on work release who live in the apartments on the grounds earn standard wages, pay rent to the institution, buy their own food and clothing, and pay for private medical and dental care, which allows them to be at least partially responsible for themselves. Women on training release do not pay for these maintenance items; they are eligible, however, for a daily incentive allowance for spending money.

#### IMPACT ON STAFF AND RESIDENTS

Traditional prison programs are quite clear-cut. Social distance is emphasized to separate the staff from the residents. Signs of this distance can be seen in the uniforms and nameplates worn by staff and by separate dining facilities. These allow staff members to continue rationalizing reasons for punishment, confinement, and the difference between a "con" and a "cop."

Working so closely with the residents in a program such as that at Purdy tends to break down this traditional distance. It involves a great deal of commitment on the part of staff in the attempt to help motivate a resident and to develop individualized programs. Through this relationship the staff person finds himself realizing that the resident is a person of worth and is likeable. The age range for staff and residents at Purdy is similar, and this also tends to bridge the gap between the staff and residents. A community of interests is apparent in informal and formal "rap" sessions with individuals and groups of staff and residents. The residents and staff begin to trust each other.

In an anonymous questionnaire completed voluntarily by parolees from Purdy, a number of women commented on this point. They noted as beneficial the trust placed in them. They also indicated that they talked more to the staff about their problems and less to fellow residents than might have been expected in traditional settings.<sup>4</sup> As a young resident recently explained:

Staff and residents have a trustworthy type of commitment to each other in this program. Staff does tend to get involved deeply with residents; usually a counselor will believe in and get to know a resident quite well.

It is hard to relate with staff, because let's face it, we do live in two different worlds, but since I am a first-timer, a convict, and 20 years old, I have somewhat of a yearning to reach out and understand what is going on with people--all people. Maybe that's why I really do see a beginning of changes within this program here at Purdy.

Much of what is being done at Purdy is good and can be a healthy beginning of a new working relationship, but it can be abused. It is easy, particularly for young, new staff members, to become overinvolved in a woman's problems to the detriment of the resident herself. Residents can also use the involvement of the staff for their own purposes.

Again quoting the young resident:

As the long-time convicts say, "There is game playing."  
Now I despise playing games, but because the system is so complex and there are so many turns to go the right way, I find it completely necessary to play a game sometimes.  
After all freedom is my first must, on my list of values.

Every effort must be made to keep the commitment and involvement with the resident on a helping level rather than letting them deteriorate to a level that places the resident in a difficult spot with her fellow residents and even with other staff members. The convict code must be recognized. As the resident says: "The convict code shall always remain, at least until prisons or any resemblance of the prison are destroyed and vanish as part of a need for our society."

#### CONCLUSION

Not all prison reformers, nor all residents, nor all former residents, can support the foregoing ideas. Persons with differing views include those who would do away with prisons entirely. These advocates maintain that programs such as those described do not reform--they just disguise the factors of degradation by giving them new names.<sup>5</sup>

It is recognized that treatment-based prison programs are new, and this program can only be suggestive, not definitive. Time and continuing research are needed to validate the propositions. However, it seems obvious that the Purdy program has markedly affected the values of the staff. There is evidence that it has an impact on the values of residents. Both staff and residents can support a working relationship based on trust and respect. However, their primary goals are different, and thus may separate them. That is, the primary goal of the resident is freedom and that of the staff is rehabilitation.

As good as reform programs in prisons may sound, and, well-motivated as staff may be, the final result must be the impact on the prisoner herself. The program in operation at the Purdy Treatment Center for Women is undoubtedly one of the best. Surely it has application for any prison, whether for men or women.

#### NOTES AND REFERENCES

1. Rose Giallombardo, *Society of Women: A Study of Women's Prison* (New York: John Wiley & Sons, 1966), chap. 7.
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## The Intern.-External Change-Agent Team: Bringing Change to a "Closed Institution"

### A Case Study on a County Jail

NORMA B. GLUCKSTERN

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*A collaborative change effort between a corrections system and education is not a frequent occurrence. A successful effort is perhaps even less frequent. However, the following Case Study on a County Jail does represent such an experience. At the request of the sheriff of the Berkshire County (Massachusetts) House of Corrections, the University of Massachusetts staff was brought into the institution to function as a catalyst for changing the otherwise hostile and indifferent environment into an environment where staff and inmates worked together to facilitate reintegration into the community. A detailed and well-designed evaluation sponsored by the National Institute of Corrections is now underway, and their report will be available this Fall by writing to the authors.*

"...the rewards to be realistically hoped for are the indirect ones, as was the case with the sons who were told to dig for buried treasure in the vineyard. They found no treasure, but they improved the soil" (Rapaport, 1960).

Many of our social institutions cry out for vast reform. Innovators know, however, that institutional change comes about slowly and in limited ways. Thus they find no buried treasure in the vineyard when they dig, but they do improve the soil, and in so doing they increase the possibility that human beings may have opportunities to grow and enrich their lives.

The following article describes such an effort. It discusses how two change agents, one coming from within a system and one from outside it, can work

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together in close alliance to bring change to a "closed" or "total" institution. The concept of a "total" institution is described by Goffman (1961) in *Asylums*, which is an analysis of "closed worlds like prisons, training camps, mental institutions. . . ." and the impact these worlds have on those who live and work in them.

The potential for using a change team under these circumstances is considerable through utilizing both team member's particular strengths so that together they effect a level of change not possible when either is working alone. As Kahn *et al.* (1964) state, such an alliance cannot be mandated outright; it involves an evolutionary process. Two people with different backgrounds, values, and goals learn to share skills, information, and mutual support.

#### THE "CLOSED" INSTITUTIONAL SETTING

"Closed institutions" may be characterized by a specific set of organizational structures:

1. Either explicit or implicit absolute authority is held by the chief administrator over staff and clients.
2. Decision making is often undemocratic and centralized and there are limited if any, forms of recourse.
3. Clients are planned for and provided for in groups rather than as individuals.
4. Normal human rights are construed as privileges and used to control and reward certain behavior.
5. The client population is frequently controlled through arbitrary reprisals and punishments: a situation which heightens the risk to those who try to organize for their own rights.
6. Access to the institution by outsiders is either tightly regulated or not allowed at all.
7. Isolation from the outside world creates a narrowly defined sense of possibilities.

Though a particular institution might not have all these characteristics, the existence of even a few of them can be a powerful force against change and present a particular set of problems to the change agent. If he (or she) works solely from outside the institution, he is limited in his efforts to gain legitimacy, understand the institution he is trying to change, and have access to its decision-making processes. If he works from within the system, he is limited by strong institutional constraints that threaten to penalize the innovator and that also keep him from seeing the situation in a wider context. This suggests a strategy for change where the "insider" and "outsider" must join forces and work as a team. The following case illustrates how such an internal-external change-agent team was able to bring change to a traditionally closed and conservative county jail.

## GOALS OF THE BERKSHIRE COUNTY HOUSE OF CORRECTIONS PROJECT

In July 1973 the Berkshire County House of Corrections and the University of Massachusetts School of Education at Amherst became partners in an effort to bring about reform at the House of Corrections. The sheriff desired to experiment with alternatives to Berkshire County's traditional programs; those involved in the University program were committed to creating new types of learning communities and new systems for delivery of services to the corrections field. These shared goals led to the development and implementation of the Model Education Program. In addition, the institution was small enough to avoid the complexities of larger bureaucracy. There was easy access to line staff and to the chief decision-maker (the sheriff)—making success less problematic.

### Programs and Process

Its overall goal was the creation of a "comprehensive program for the educational rehabilitation of offenders and a model for correctional institutional change. Implicit in the development of the Model Program was the active participation of all members of the correctional community— inmates, correctional officers, students, faculty, administrators, and community members—in shared responsibility and decision-making roles."

The goals of the Model Education Program were divided into two areas, each of which was equally important: (a) new programs and (b) the processes by which these programs would be developed and carried out. It was understood at the start that the key to successful programming would be in creating an environment that would encourage inmates to take advantage of the new program opportunities. This required an environment of fairness, open communications, and democratic decision making. To this end the following seven areas were identified as "working" goals of the project, to be pursued in unison.

#### PROCESS GOALS<sup>1</sup>

1. The creation of an environment supportive of change and facilitative of personal growth;
2. The use of program development as a socialization and learning process;
3. The introduction of self-government and the rationalization of administrative procedures;

#### PROGRAM GOALS<sup>1</sup>

4. The creation of access to new educational and vocational opportunities to inmates, correctional officers, and administrators of the jail,

5. The creation of new roles for correctional officers as teachers, advisors, and program administrators; the training of correctional officers for these roles;
6. Bringing into the jail community resources available from agencies, individuals, and institutions;
7. Continued access to jail programs for released inmates.

The Berkshire County House of Corrections is a 103-year-old facility located in Pittsfield, Massachusetts, a city with a population of 56,000 in the westernmost section of the state. The jail houses an average of 80 inmates, approximately 95 per cent of whom are male, sentenced there for periods up to two and one-half years, with inmates transferred from state institutions with sentences ranging from 5 to 17 years. Eighty per cent of the inmates are between the ages of 18 and 25; about 10 per cent come from minority groups; and 85 per cent have not completed high school. Criminal offenses range from drug offenses to manslaughter and rape.

Before the onset of the Model Education Program, the Berkshire County House of Corrections was like any other jail. Inmates spent their days watching television and assisting in the most menial institutional work. With the exception of a work release program, there were no programs which made any attempt to prepare inmates for a more successful life outside the jail. The jail was authoritarian and repressive, and inmates were treated like children without even the smallest responsibility in the running of their own daily lives. It was an environment that fostered passivity, resentment, alienation—and paved the way for the continuation of a lifestyle of crime.

### THE PHASES OF THE MODEL EDUCATION PROGRAM AND THE ROLE OF INTERNAL AND EXTERNAL CHANGE AGENT

The Model Education Program<sup>2</sup> was divided into three phases over a period of three years. The first year was a time for developing the processes of a participatory education program. The second year focused around implementation and administration of new programs. The third year was concerned with the institutionalization of the changes that had taken place—making them ongoing procedures of the jail and not dependent on the continued intervention of outside reformers.

At the outset, both the university and the jail assigned staff to work on the project. The University of Massachusetts hired a project director with background in counseling, group work, and organizational development. The jail assigned a correctional officer who had previously demonstrated initiative and interest in correctional reform.

#### The First Year: Participatory Program Planning

Initially, these two people did not define themselves as "internal" and

<sup>1</sup>Proposal submitted to the Fund for the Improvement of Postsecondary Education, Office of Education, DHEW, July 1, 1973.

<sup>2</sup>For a detailed description of the MEPP, see Cohen, Fred. Jail reform: An internal that worked? *Criminal Law Bulletin*, November/December 1976, 1269, 738-738.

"external" change agents. Both saw a project to be done, and both identified primarily with the institution that had assigned them to the task. Their roles presented as much potential for conflict as for collaboration. Though both the University and the jail expressed good faith and desired to work closely together, there were doubts and hesitations on both sides. Just as the University hired its own Project Director in part to ensure its influence over the direction of the program, the jail administration expected its staff person to function partially as a watchdog to protect the jail from overzealous outsiders.

In the first year of the project, the external change agent's job involved diagnosing the system, establishing her own credibility within the jail, establishing communication with the different groups and constituencies there, and educating them about the nature of the change process (Bennis & Schein, 1969). She had to learn to survive on her own and establish her own viability within a system that was distrustful of outsiders and cynical about "liberal do-gooders."

The internal change agent faced his own problems. He had to accept alienation from his peer group in a system where peer pressure controlled much of operational and interpersonal behavior (Becker, 1969). His fellow officers were suspicious of his new involvements because his actions represented an implicit challenge to their values. They reacted by ostracizing him in various ways, including, for example, cutting him out of opportunities for extra overtime work. He also faced coming to terms with a new job definition for which he had no specific training. During the first phase of the project, his work involved helping and monitoring the outside change agent as she tried to gain access to information, subgroups, and individuals within the jail. He also had to concern himself with maintaining security and jail rules and regulations.

During the first year these two change agents, along with the staff that was gathered to assist them, began the work of creating *vehicles for institutional change*. They worked with inmates and officers to articulate specific needs and develop programs to meet them.

To do this, they formed committees, discussion groups, and task-oriented workgroups. For example, in response to the need for vocational training, inmates decided they needed shop facilities within the jail. A committee was formed to consider available space and determine what equipment the shop should have, how it should be used, how funds for equipment could be secured, and which correctional officers would be willing to teach shop classes and supervise them. A proposal was written, and funds were made available through the Department of Education and the Massachusetts Rehabilitation Commission. Thus the goals of the Model Education Program relied on the idea that success of making change is itself a tool for self-rehabilitation (Chuska, 1974; Grant & Grant, 1965). The participatory as-

pect of the process defined a democratic collaborative approach to change, which set an example to the jail to revise its traditional autocratic structures. The Model Education Program encouraged correctional officers and inmates to work together and identify mutual interests. Slowly long-held antagonisms and mutual mistrust began to break down.

By the end of the first year of the project, a number of new programs were underway. These included an in-service occupational training project at the Belchertown State School, a self-help drug rehabilitation group, an educational policy planning committee, a basic learning and adult education center; degree study programs through the University of Massachusetts, the Berkshire Community College and the University Without Walls; vocational training courses, and more. A number of outside agencies, other than the University of Massachusetts, were being called on to help, and the jail was becoming increasingly open to outside resources. For example, the local Junior Chamber of Commerce members came to the jail to teach business skills. The Black Coalition provided teachers for art classes. Overall, the jail began its change from a negative and dreary place to an environment of new optimism.

### The Second Year: Administration and Knowledge Exchange

In the second year of the Model Education Program, the two change agents functioned as co-workers busy with the administrative operation of these many new programs. They had come to rely heavily on each other's skills and knowledge. The external change agent was teaching the internal change agent group dynamics, leadership training, organizational development, and counseling. In turn, he was educating her in the realities of power relationships within the jail, teaching her when and how to push for new changes without jeopardizing her credibility "beyond repair." He helped her to learn which issues were important to take a stand on and which were not. Years of functioning within the criminal justice system—and in this particular jail—had given him a pragmatic understanding of the politics of change.

During this period, a Governance Board was established, composed of inmates, correctional officers, jail administrators, and Model Education Program staff. The Governance Board was charged with considering grievances and approving new programs. Though at the beginning it had little real power, it did not take long for it to become a focal point in the jail and establish an expectation for more democratic administrative procedures.

For the two change agents, the creation of a Governance Board was a turning point. The various interest groups in the jail now had an ongoing forum and opportunity to meet together. This freed the change agents from their major roles as go-betweens and mediators and allowed them to concentrate on solidifying the new programs and ensuring their success. The exist-

ence of the Governance Board also firmly established the credibility of the Model Education Program in the jail, which in turn meant the establishment of a jail-wide commitment to changing the status quo. The change agents had gone beyond the stage of establishing credibility for themselves and had achieved credibility for the process of change itself.

### The Third Year: Institutionalizing Change

The third year was a time of transfer of roles and the stabilization of the organizational changes that had been accomplished. The funding for the Model Education Program was nearly exhausted; to be considered any kind of success, it was essential that the programs not depend on the continued participation of university activists. The changes had to be incorporated as ongoing jail procedures and paid for by funds secured through the jail system itself.

*External change agent takes on marginal role.* The external change agent prepared to leave and took on an increasingly marginal role, functioning more as a consultant and advisor. Meanwhile the internal change agent began to function as a new kind of administrator. His new responsibilities and status had helped him regain the respect of his peers.

By January 1976 when funding for the Model Education Program was nearly at an end, the jail had secured its own sources of funding to maintain the programs that were underway. The internal change agent, who had become the overall supervisor of these programs, was, in certain ways, in the process of becoming an external change agent himself. Because of his new training and expanded personal goals, he was beginning to orient himself to the possibility of other more challenging jobs in the correctional arena. This meant that the jail could no longer exercise the same sanctions over him that it once did when job security was a pressing issue. Because of this he was able to maintain a freedom within the system that enabled him to function with some of the leverage of an outsider. This happened concurrently with his decision to look for correctional officers within the jail with whom he could form new working alliances. He was ready to do the leadership training and skill transfer to new internal change agents in much the same way that the original external change agent had done it for him. The "process" by which he understood this new role and saw the need to form new alliances was the final step in the working relationship between the original internal external change-agent team.

## DISCUSSION

### The Advantages of the Team

The success of the internal-external change-agent team is dependent upon combining the energies of two people whose skills are complementary and

whose particular liabilities are cancelled by each other's strengths (see Walton, 1973). The following chart shows the advantages of this relationship general.

Figure 1 illustrates the various ways in which "teaming" change agents creates a more effective change strategy. By combining their strengths, "team" gained a leverage that neither one could have had alone. At the same time, their differing backgrounds and institutional alliances compensated for or cancelled out each other's liabilities.

One area in which such teamwork was important was in gaining and interpreting information about the system. Though the internal change agent had access to information about the workings of the institution—including knowledge of power relationships, decision-making processes, and specific problems in the jail—he lacked a knowledge of other systems with which to compare this one before making a decision and acting upon it. The external change agent had background in other systems and specific training in organizational change and development, but lacked a thorough knowledge application to this particular corrections system. Thus the external chart

Figure 1. Contributions and Liabilities Which the Internal and External Change Agents Brought to the System

INTERNAL CHANGE AGENT Contributions		EXTERNAL CHANGE AGENT Liabilities	
Access to system		No legitimacy within system	
Experiential knowledge of the system and the field		No experiential knowledge of the system	
Access to peers within system		No access to inner circle and subgroups within system	
Line power		No line power	
Access to information and sources of information		No allies or support base in system	
Knowledge of the politics of the system			
Liabilities		Contributions	
No accessible change expertise		Change expertise and experience in other change efforts	
No training in organizational development, group work, leadership training, etc.		Training in organizational development, group work, leadership training, etc.	
Controlled by system through need for job security		Independent of system's sanctions and rewards	
Under peer pressure to maintain status quo		Commitment to viability of change	
No information about, and access to, other social-service resources		Rewards to distribute jobs, information, and skills	
		Resource base in university, other social-service agencies	



agent had to rely on the internal change agent for information on the present setting; the internal change agent had to rely on the external change agent to gain perspective and to critically assess the information which he did possess. Together they were able to develop a successful and workable change strategy.

The issue of risk taking in relation to the system's sanctions and threats to job security is one of the best examples of the "strength" resulting from the partnership. Because she was independent of the reward structure the external change agent was able to push harder and faster for change in the system. Though she faced the insecurity that she might make bad judgments, she knew that risk taking is implicit in trying to change a system, and that was what she had been specifically hired to do. Though the internal change agent was also hired to bring about change, his mandate was more ambiguous since he was also expected to be a watchdog and protect the institution's interests. The fact that the external change agent had the freedom to be vocal allowed her internal "partner" to maintain the neutrality he needed at the outset of the project, to protect his own legitimacy and job security.

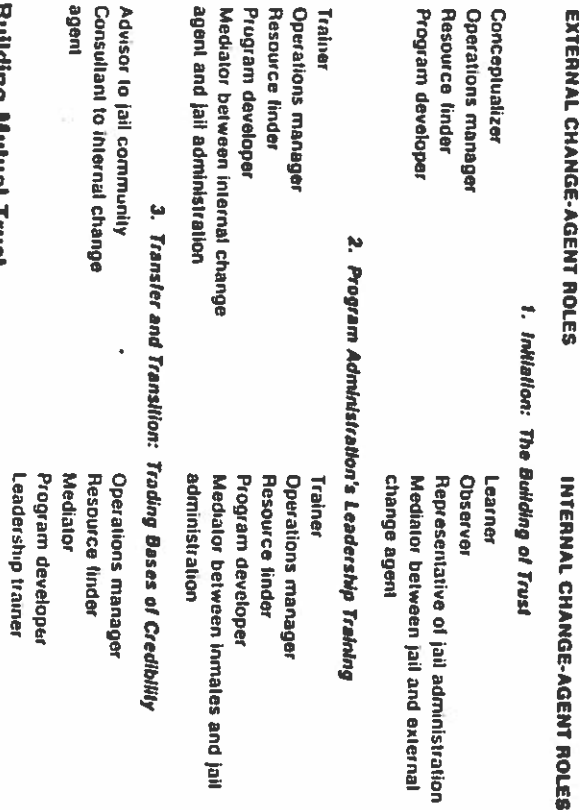
This teaming of change agents also compensated for the way personal needs or "styles" can obscure professional judgment. In the example above, the internal change agent was inclined to hold back from pressing for change because he wanted to preserve his reputation among his peers, while the external agent was inclined to press ahead too quickly because she wanted to show "success" in terms meaningful to her peer group of university professionals. Working together, they were able to reach a compromise position, and help each other maintain a more realistic perspective.

Finally, some mention should be made of the advantages of working in a team as a way of lessening the loneliness and difficulties inherent in the change-agent role. Two people working together have the opportunity of sharing experiences, talking through problems, checking their judgment on issues with each other, and generally benefiting from a cooperative working style.

## RECIPROCAL ROLES IN AN EVOLVING RELATIONSHIP

Through the three years of the Model Education Program, the two change agents experienced an evolution in their relationship. In one sense this could be seen as the gradual process of building mutual trust. In another sense it was a process of leadership training, in which the outside change agent enabled the inside change agent, over a period of time, to become an innovative leader within his own system. In yet a third sense, this changing relationship could be seen as a shifting or trading of credibility, as the outside "credibility" gave up the basis of her status within the system in order to transfer it to others. Figure 2 shows the evolution of work responsibility.

Figure 2. Evolving Roles and Relationships in a Team Situation



## Building Mutual Trust

During the initial stages of the program, building trust was a crucial consideration. This was a time of testing and challenging between two people committed to change in a traditional, custodial social setting. The external change agent had to establish credibility for herself by providing needed resources and expertise, and she did this in part by carrying out an initial staff development program for inmates and correctional officers that was stimulating and highly successful in the eyes of the participants. At the same time she facilitated a reallocation of jail resources and showed by these actions that she was able to negotiate successfully with the sheriff—the chief decision-maker. These experiences tended to change the expectation of others that she would be just another "ineffectual do-gooder." The internal change agent won the trust of the external change agent when he indicated a commitment to the goals and ideals of the program and became a vocal spokesman on behalf of the program after an incident involving the escape of an inmate threatened to shut it down altogether. The trust that developed in this way was not the kind of trust that could have been built solely on the basis of a theoretical or intellectual commitment. It had to grow out of a working relationship in which actual experiences caused each change agent to perceive the contributions that the other could make to the program's overall success.

## Shared Leadership

During the second phase of the working relationship, the

previous support systems and more on each other in the administration of the new programs. Meanwhile, the experience of shared administrative responsibilities was a leadership training process for the internal change agent. The external consultant functioned as a teacher and advisor, passing on to the internal change agent skills he needed to successfully carry out the new programs. Often this meant that the outside change agent simply affirmed skills and talents already latent in the internal change agent, skills gained intuitively by years of working within the jail system. She helped him employ these skills more systematically and put them to use within the context of a well-conceived strategy for change. At the same time, his leadership ability developed by virtue of his being freed from the tightly controlled schedule of a line officer and by being given the opportunity to spend time outside the jail developing working relationships with other community agencies and leaders. Thus the internal change agent's role evolved from that of a correctional officer, charged primarily with protecting the system from too much intervention by outsiders, to that of a highly competent and respected administrator who could aggressively fight for change on his own terms. He was able to advance to the point where his job security would no longer be threatened to the same extent as it was previously, and, at the same time, he gained new prestige in relation to his peers.

### Trading Bases of Credibility

The final stages of the program were achieved when the weight or responsibility was shifted from the external change agent to the internal person. Initially, the external change agent had greater prestige and status within the jail by virtue of her university credentials and because she was seen as an outside "expert" with specific useful skills and access to needed resources. Gradually, as she transferred these skills to the internal change agent, he gained in prestige and her status was reduced. The mystification that surrounded her as an outside expert disappeared once she was able to show in very concrete ways what her actual skills and resources were and how others could achieve them for themselves. Her initial acceptance as a change agent working within a closed system had to be based in some senses on that mystification; but once she achieved sufficient legitimacy within the jail so that she was able to function, the success of the program required the demystification of her expertise and the transference of that expertise to others.

### CHANGE AGENCY AS ORGANIC PROCESS

The process by which a change agent working within a "closed system" teams up with one working from outside it to produce results that neither could achieve working alone is an organic one. It is an alliance that grows directly out of the nature of each of their skills, limitations, and potential. By its very nature, it is an evolutionary relationship with its own beginning,

middle, and end; and it is defined during its developmental stages by the task that the two change agents have taken on to achieve together. As they trade skills and information over time, the two change agents become less defined by their differences than by their similarities. Both have realized the benefits of working together, but once the task of systems change has been achieved, the external change agent knows that he (or she) must return to his original base and leave the system he intended to function successfully on its own. The internal change agent must, in the same way, return to an administrative role within his (or her) system and accept the fact that the period of change agency, for a time, is over. Change agency is inevitably a process of intervention and disruption and can only be considered complete when the changes that have been achieved are integrated as ongoing and self-perpetuating aspects of the target system.

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*The punishment inflicted for grave crimes should adequately reflect the revulsion felt by the great majority of citizens for them. The ultimate justification of any punishment is the emphatic denunciation by the community of a crime. But actually the righteous indignation towards the criminal is also the relaxing, the "letting out" of the aggressive impulse of legislators, judicial officers, prosecuting attorneys, police, juries and the public.*

"Minutes of Evidence," *Lord Denning Royal Commission on Capital Punishment* 1949-1953

Quoted by S. Gioia Simonam  
*Social Deviance*, Doubler Press, 1976

*The retributive penalty inflicted on the criminal who has committed acts we secretly wish to do symbolically expiates our own guilt for dreaming of the same.*

S. Gioia Simonam

Brokers in Human Service

## **Community Resources Management Approach Reports Success with New Team Concept**

by Charles McNamara  
Correctional Writer/Researcher

JULY-AUGUST 1977 AMERICAN JOURNAL OF CORRECTION



National CRMT Project Director Frank Dell'Apa explains CRMT concept to community service agencies. Photos by Charles McNamara.



Marty Anderson (right) of the Riverside, Calif., CRMT conducts shared planning session with local agencies.

## Brokers in Human Service

# Community Resources Management Approach Reports Success with New Team Concept

by Charles McNamara  
Correctional Writer/Researcher

"If you have one probation officer and he don't like you, you're up the creek. But this way, somebody out of those seven team members gotta take a shine to you. You can get some help, the way I figure it," commented Al, a probationer under supervision at the Riverside County, Calif., probation department.

Riverside's operation is based on a new teamwork concept to finding tangible help for offenders that is being tested nationally. The program is called the Community Resources Management Team (CRMT). There are 17 such teams operating in the West and Midwest.

The project is sponsored by the Western Interstate Commission for Higher Education and funded by the National Institute of Corrections. It began in 1975, training 10 probation and parole agency teams.

Since then nine more teams have been trained and have become operational.

"Before we were trained in the Community Resources Management Team concept," Jackson commented, "we knew offenders needed real help but we couldn't give them anything tangible. Our scope was too broad. We had a mish-mash arrangement with each other and with local services. We did patch jobs. Now it's easy to get the results we

are looking for with each client."

So far the team has tapped into 89 separate social service agencies in the Riverside area.

"In a traditional operation, if an offender needs a job and his probation officer or parole agent is a counselor with no jobs to offer," commented Frank Dell'Apa, WICHE/CRMT project director, "the offender is likely to get counseling but no job."

"Mounting evidence points to the conclusion that, at best, casework has not worked any better than non intervention," Dell'Apa added, explaining the development of the CRMT concept.

"More sobering, however, is the finding from studies that, in fact, actual deterioration is associated with casework," remarked the veteran of more than 20 years in adult and juvenile probation, parole, and institution programs.

### Feels Overwhelmed

"When an offender is placed on probation or parole, he is assigned to an agent or caseworker who attempts to secure the needed services. Often these needs are of an emergency nature. The worker often feels overwhelmed by the responsibility, and the offender feels frustrated by the inadequacy of the response.

"That situation is compounded by

large caseloads that promise to grow larger every year. This dilemma cannot be easily resolved under current traditional approaches. There are agencies in the U.S. that are starting to stress community resource development. But, to do this requires a carefully thought-out strategy that emphasizes training of the currently employed staff."

Dell'Apa spoke seriously. "We knew we were going to have to train people in concepts that were totally foreign to them and that as humans they would naturally resist change. The concepts of teamwork and pooled caseloads are a radical departure from traditional practice.

"The notion that probation or parole agents would be acting as brokers of services is a complete reversal of traditional roles. The service agencies in the community are the clients and it is they who must be treated — not the offender. The inclusion of the Team concept and pooled cases for the teams meant a definite clash with traditional operations.

"I'll tell you, we knew that if these changes were to occur and the innovations were to take hold, something extraordinary would have to occur in the training," Dell'Apa said.

"Street training" — several days

and nights of living in a dirty hotel and grubbing for everything was a sensitizing experience to the real world of need of offenders. This was the first step in the CRMT training.

#### Ghetto Living

"You know, I'm starting to feel more comfortable. I've been here in the ghetto for two days. No one has robbed me or picked my pocket," reported a trainee from a California CRMT.

"Thanks honey," the black waitress says as you pay your bill. You smile and slip past the waiting customers out into the street.

That's when you discover the darkness. It happened while you were stuffing down the ribs and greens. The city lights snapped on and the tan-colored sky turned inky.

The darkness might have seemed pleasant if you had just stepped out of some intimate bar in a better part of town. But this isn't uptown. You're standing in the middle of the ghetto and you have to walk six long blocks to your hole in the wall.

You suddenly feel very much alone. Worse still, you are nervous. Perhaps airaid is closer to the truth. You step out of the fluorescent glare of the diner and move along the sidewalk. Not too fast — you don't want to look nervous. Not too slowly either. Cool, that's it. You want to look cool. Like you always take a Friday evening stroll through the ghetto.

The trainees traveled this scene in groups of three and four. They were told to find jobs and "make it" posing as probationers and parolees. They were instructed to find services. They didn't find much.

With this experience fresh in their minds, the trainees returned to more familiar classroom surroundings and began work on Organizational Development, planning for change, staff resistance, organizational apathy, worker-client relations and interpersonal staff relations — all part of building a CRMT model.

"Most probation and parole agencies in the United States have a hierarchical organization with autocratic management styles that typically emerge from such organizations.

"Teams, if present at all, are given little autonomy. Caution and protection of the agency is often the order of the day. Decision-makers in such agencies are naturally wary of a team approach with the thought that this is only a preliminary action to the manager's loss of control," Dell'Apa explained.

Participatory management requires that those who carry out the or-

formulating the design of that mission Dell'Apa contends. He said he and his trainers knew in advance this would cause stress within most organizations.

#### Must Make Decisions

"Managers who have previously given orders must now consult. And workers who sat around and simply took orders must now make decisions and live with those decisions, Dell'Apa said.

Another facet of the training was to interact with members of the community, especially the agencies which provided the services to offenders. They would assess the potential and limitations of a service agency by taking on the identification of a probationer or parolee and seeking help. The officers would really know what an agency could or would provide.

"Not uncommonly where the caseload is the model for practice, each worker brokers for the individuals in the caseload on an agency-by-agency basis. The result is that every staff member potentially must deal with every social service agency in the community. Obviously this is not possible and inefficient resulting in ineffective practices."

A central concept of CRMT is that one staff member can become the liaison to an agency or set of agencies which provide common or related services. A more coherent picture of supply and demand is created and the tracking process of service delivery is more systematic.

The relationship of the agent and the client was another area stressed throughout the training.

"Whether the worker's self-image is that of control agent, advocate or counselor is immaterial. The CRMT concept requires agents to assume

the role of manager of community services," Dell'Apa explained.

"This means a shift from treating and supervising offenders to 'tracking' and supervision of the social service agencies.

#### Needed Services

"That sounds presumptive but the job of the agent is no longer counselor to clients on a one-to-one basis. The work he does now is with the agencies to develop programs of services to which the offender can be linked to for needed services."

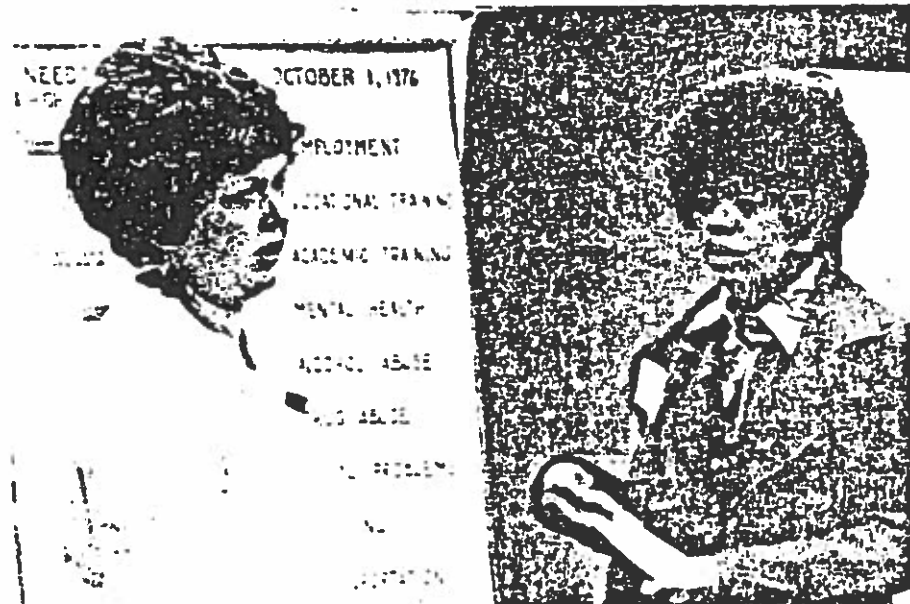
The team as a group works hand-in-hand in a positive and cooperative manner with the community to develop services from which offenders can benefit. They become something like advisors or consultants to these service agencies.

They describe what offenders need and then make sure that available services are linked to those who need them—in short, they are brokers.

"The legal and agency responsibilities remain," Dell'Apa emphasized, "but now the real work is to devise program linkages to the agencies which do the counseling and treatment or provide the services. It frees the agent to monitor the process and to develop new services or refine existing ones, ensuring that the offender gets the help he needs."

Team building was one key area of the training. The trainees were given skills in communication, consensus decision-making, conducting meetings, conflict resolution, developing trust, and understanding personal styles.

Knowing that people would form various team styles, Dell'Apa allowed creativity, but cautioned that they should not violate the basic concepts



Joan Warber (left) and Valerie Solomon, members of the Riverside County

inherent in the CRMT model.

'Musts' include:

- Each offender's tangible normative needs must be assessed rather than assessing psychological problems.
- Caseloads must be pooled on the basis of tangible normative need rather than indiscriminant assignment to one agent.
- The role of the agent must be that of broker/advocate rather than counselor/caseworker.
- The total staff must be used as a team who offer their differential skills collectively rather than being isolated individuals operating alone.

Marshall Jackson, member of the Riverside, Calif., CRMT, explained the process for a local group of agencies. Flipping easily through charts he described the inner workings of CRMT.

"We find out all we can about the client, getting the facts on his education, employment, family life and so on. Then we determine his real needs in concert with the client."

\* "The second step is to make sure the client understands his needs. Unless we do that, he'll never understand the goals we're setting with him, and he sure won't know what to do with the services we set up for him."

#### Client-Team Mix

"The follow-through is also of extreme importance," Jackson added. "After the referrals are made and the client meets with the agency, we then check to get the agency's response to the situation, and then we mix this in with the client's and the team's response."

"The main point is that we want to find out if the client's been accepted, if he's actually been served, if we made a proper kind of linkage and how well he's progressing and so on."

The teams have a "needs profile" on each client that graphically charts the level of need the person has reached in various categories. They measure their efficiency by watching the profile on each chart move toward the lowest level of need.

"This is a direct measure of the team's efficiency in linking services to those in need," Dell'Apa stressed. Effectiveness is measured by the "number of individuals who 'make it' on probation or parole versus the number who are revoked."

The linkage made with the community is the key to CRMT. Each team has presented, or is preparing to present, a session with the local social service network. Riverside calls its program the Community Actions Training Session (CATS).

Dell'Apa and project consultant Mark Soudan went to Riverside in

January to help the team present a two-day workshop that introduced the team and the CRMT concept to the local social service network.

"This has to be a first," Dell'Apa commented. "I don't remember probation ever taking leadership in the community."

More than 140 people attended. They represented education and training programs, health agencies, church groups, state agencies, courts, county and municipal law enforcement, parole, United Way, drug and alcohol treatment centers, mental health, CETA, school districts, private groups, and the local university.

Each agency was asked to define its responsibilities and outline its services.

One woman remarked, "We give emergency aid — money, clothing, food and so on to women parolees. We're shocked to find that so many people don't know that. If we don't know each other's services, how can we expect our clients to know?"

The Riverside CRMT spent a good deal of time profiling the needs of their clients for the audience. They presented numerous charts and prioritized the list of common needs.

Employment was at the top of the list. Vocational training was second, followed in order by academic training, transportation, mental health, financial guidance and alcohol treatment.

#### Offender Needs Identical

Dell'Apa told the audience that this profile of offender needs was almost identical for each of the other 17 teams.

"Now we're asking for a partnership," he said walking through the audience. "We want to affect a coordinated, cooperative delivery of services to those who need them the most. We're here for the next two days to look at this com-

munity and its resources and then discuss ways of managing and mobilizing those resources so they get to the probationers."

Later in the program, Dell'Apa spoke to the group about the CRMT concept of brokerage.

"We know what offenders need. You've seen the team explain exactly what the total caseload requires. How we want to begin a brokerage process to get those services."

"This brokerage thing is a new technology. The books don't tell us about these things. They only talk about counseling."

"The brokerage we're talking about is based first of all on the knowledge of what each of you does—how you operate and what services you offer. And secondly, on the relationships that are built between members of this team and each of your service agency representatives."

There was a feeling of satisfaction when the process was over. Something had been started that most wanted to continue. They now had names and phone numbers and with that information could connect faces.

Riverside's team leader, Leo Loera said, "It isn't that we're reinventing the wheel with this. The fact is that general purpose governments and their service agencies throughout the country are phlegmatic. They need a shot in the arm."

We need to realize that all of us face the same responsibilities in our communities and, that in fact, we can get the job done far more effectively by helping each other.

"Probation and parole are in a peculiarly good position here to exert the necessary leadership. We have no vested interest, for instance, in the creation of more jobs."

"We're just doing everything we can to measure up to our accountability to the offender and make our work count," he said. ■



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## COMMUNITY RESOURCES: A BOTTOMLESS WELL

The John Donne admonition, "No man is an island," is one that carries over well to a public-serving program or agency. None can function without the cooperation and aid of other agencies, entities, and/or individuals. Unfortunately, in the field of corrections, a rich crop of services in your community remains unharvested.

The process for developing a catalog system for using local resources to better your agency is a relatively simple one. First, analyze your needs. Assign a specific person or persons to coordinate the effort. Then ask. Simply ask the appropriate agency or people for help.

So far it's pretty simple. The tough part, for most folks, is finding the service once the need is unidentified. As with many things, the answers, for the most part, are right there under your nose. The following sections are an overview of the kinds of groups in most communities that can help.

A. Basic Material Needs - the most elementary, and frequently overlooked needs fall in the area of food, shelter, and clothing. A few phone calls can rapidly give you a list of resources. Check with:

- 1) Salvation Army - short-term housing, meals, groceries, and clothing are available for indigents
- 2) Goodwill Industries
- 3) Church groups or individual churches
- 4) Social Services

- 5) Service Clubs such as Elks or Kiwanis - many have special funds for these purposes
- 6) Food Cooperatives
- 7) Youth Hostels
- 8) Specialized agencies- exist in some communities

B. Educational Needs

- 1) Comprehensive Employment and Training Act (CETA) - many communities have their own CETA office or are connected with your local state employment office. CETA offers subsidized and partly subsidized employment and training for the unemployed on a priority basis. In many states it is possible to receive a CETA grant directly to your agency from either the Governor's Special Grants Division or your local CETA prime sponsor - a grant geared to serve your particular clientele.
- 2) Local colleges and universities - help may be sought at the administrative level or from individual departments or clubs.
- 3) Local Vocational-Technical centers
- 4) Local business colleges - many have numerous federal grants available for tuition and books
- 5) Local school district - many have specialized programs for adults and juvenile drop-outs both - especially in the high school equivalency area.
- 6) Alternative learning centers or community education centers
- 7) Migrant schools
- 8) Scouting USA (formerly Boy Scouts)
- 9) Local libraries often have various educational programs and/or are willing to develop them for special needs.
- 10) Specialized minority organizations
- 11) Service clubs - good source of grants and scholarships for individuals.



12) American Red Cross

13) Veteran's Service Offices

C. Medical Needs

1) Social Services

2) Service Clubs - many have funds for special needs, e.g., the Elks, in most areas, will pay for eyeglasses. In many areas, the Chamber of Commerce maintains a list of special services offered by local Service clubs.

3) American Cancer Society, Kidney Foundation, etc.

4) Free Clinics (in some areas)

5) Churches and church groups

6) Planned Parenthood

7) Local Childbirth Education Associations

8) Local Department of Public Health

9) Hospitals

10) Local medical associations

11) Handicapped advocate programs.

D. Drug and Alcohol

1) Localized/specialized programs

2) Alcoholics Anonymous, Al-Anon, and Ala-Teen

3) Some Services clubs

4) Local colleges often offer counseling programs.

5) Many grants are available from both federal and state agencies for aid in filling gaps in this area.

6) Social Services

7) Mental Health agencies

E. Legal Assistance

1) Public defenders and District Attorneys

- 2) American Civil Liberties Union
- 3) Rural Legal Services - civil cases - in some states.
- 4) University Legal services - some communities
- 5) Human Development departments - some areas.
- 6) National Organization of Women
- 7) Catholic Community Services

F. Recreation

- 1) Youth Hostels
- 2) YMCA and YWCA
- 3) Local Parks and Recreation departments
- 4) State divisions of Parks and Outdoor Recreations
- 5) Colleges
- 6) Churches and church groups

G. Other Needs - As can readily be seen from the (above) list many groups or agencies can be used for a multitude of purposes. Still other organizations are valuable resources for specialized reasons. Some of these include:

- 1) The League of Women Voters - highly active in many areas, they can aid not only in the political arena, but in practically any way conceivable. Often helpful with funds, special projects, research, etc.
- 2) Local military reserve or National Guard units. Depending on a given units speciality, a variety of help is available.
- 3) The media - most radio stations are willing to give free publicity for public service agencies. Furthermore, good relations with local press can "make you or break you."
- 4) Professional associations.

5) Retired citizens groups - in many areas offer a wide gamut of services - Retired Senior Volunteer Program (RSVP) the most notable of these.

6) Local big business - many large companies have funds, offer services, etc. for the betterment of the community.

H. Volunteers and Volunteerism - probably the greatest source of resources in any community is its individual citizens. A vast wealth of knowledge exists in every area - it needs only to be tapped. Designate one or more staff members to coordinate this kind of effort. A few basic ground rules are:

- 1) Screen all potential volunteers - never be afraid to say, "No, we can't use you."
- 2) Develop a specific training program including:
  - a. Security training where applicable.
  - b. An informational overview of your agency, including basic philosophy
  - c. Clearcut objectives and goals
  - d. A list of "do's and don'ts" and "what to do if's."
  - e. Clear expectations of/for the volunteer.
- 3) Never be afraid to "fire" a volunteer.
- 4) Be sure to say "thank you" frequently - its the only pay a volunteer receives
- 5)- Give volunteers frequent feedback - both negative and positive.
- 6) Monitor all volunteer activities but take extreme caution not to overdo it - volunteers need to feel both needed and trusted in order to function well.

Recruitment of volunteers is relatively easy after the ball gets rolling. Eventually, word of mouth will bring you numerous "replacements."

Initially, use the media to ask for volunteers and send letters to specific

agencies, schools, colleges, clubs, churches, and organizations explaining exactly what kind of volunteers you need.

\* \* \* \* \*

As you begin development of community resources, you will undoubtedly uncover many services and sources of help not included on this list. Every community has its own personality, its own needs, and its own resources. Good luck in getting to know yours!

## THE IMPACT OF COMMUNITY RESOURCES IN A CORRECTIONAL FACILITY

Presentation - Third National Symposium on Criminal Justice Planning  
National Clearinghouse for Criminal Justice  
Planning and Architecture

John Milosovich  
James Bergfalk

Jackson County, Missouri  
Department of Corrections

The history of the Jackson County Jail was the greatest obstacle in gaining community involvement.

Jackson County, was faced with many problems. The jail, built in 1933, separated inmates into large groups, with privacy eliminated and unrelieved idleness of inmates re-enforced. In 1972 and early 1973, grand juries investigating the jail declared it totally inadequate for the needs of the county. The county came under suit by the U.S. Court for violation of constitutional standards in operation of the jail. Public access and programs were restricted as violations to security.

During the early 1970's we experienced large scale riots, hostage situations, over 20 escapes, fires and brutal assaults upon inmates by other inmates. There was little or no jail management or organization.

In 1973, Jackson County sought to solve these problems through formation of a Department of Corrections, and the development of a COMMUNITY CORRECTIONAL SYSTEM. This system would be comprised of diversified facilities and programs which would require the utilization of existing community resources. The COMMUNITY CORRECTIONAL SYSTEM of Jackson County is not limited to a single program or to a single facility, but to the diverse needs within the overall Criminal Justice System. The facility development of the System has been made possible primarily through grant awards from L.E.A.A. Program and operational development has been supported by county funding and the use of shared and volunteered community resources. These programs and operations have been cost effective, with annual budgetary increases by the county maintained at less than 5% since 1973.

The Department of Corrections has the philosophy that there are no limitations of the extent to which community resources may be utilized. Whenever there has been a need for services and county resources were not available, we turned to the community for assistance.

The Department of Corrections views a community resource as any individual, organization, private or public, civic group or business which can provide a service we need.

Receiving services you need and want is the key to a successful utilization of community resources. Too often I have heard correctional officials complain about volunteer groups in their jails. When you inquire about the services they provided, the officials usually respond, who knows what those "do gooders" are doing. Most community programs have failed in jails because a needed service wasn't provided--that is the fault of the correctional administrator. It is very easy to get taken in by those

interested to volunteer their time. Again, I want to stress the importance of receiving services that will benefit your jail. That means a benefit to the inmates and administration.

The reason we turned to community resources are simple:

1. At the time the Department of Corrections was formed we didn't have time to spend developing programs and expanding inmate service because of the many more immediate jail problems.
2. We worked very closely with the National Clearinghouse for Criminal Justice Planning and Architecture and Jim Taylor, our moderator. Jim constantly stressed the importance of community resources. We took his advice and went to the community for assistance.
3. We simply didn't have the monies to spend on programs.
4. We wanted to establish professionalism in the Department. We turned to the experts in each field to give us assistance in program development and implementation. There is no way we could afford the technical assistance provided "free" from the community.
5. We wanted to expand community awareness of the jail and criminal justice system. By bringing community resources into the jail, a needed service is provided and hopefully we're able to inform a segment of the public about the system. Traditionally, jails have been closed to the public and yet correctional officials couldn't understand why there was no community support or understanding of their problem.

### Health Service Unit

The Health Service Unit was our first attempt to use community resources and now has our greatest community involvement. We offer continuous health care coverage. The unit is staffed by military paramedic veterans who could find little use for their medical skills. The unit has a four bed observation area, an emergency room, two exam rooms, laboratory, pharmacy, x-ray room and administrative office. The health service unit was the subject of a NCCJPA Transfer and an article in the American Hospital Association magazine, Hospitals.

The community involvement in this unit is complex. The unit is funded by the Jackson County Public Hospital. All health service unit staff are employees of the hospital. The Kansas City General Hospital and Medical Center provides administration over the unit. (The two hospitals are operated under a joint city/county board) The project is overseen by the Executive Director of the Kansas City General Hospital and Medical Center, so the involvement from the hospital reaches all levels of administration. A doctor is provided from Kansas City General Hospital and Medical Center on a part-time basis about 5 - 10 hours per week. The School of Pharmacy affiliated with General Hospital provides medications to the jail on a daily basis. The medications are then distributed to the inmates by the paramedics. All services of the hospital (just two miles away) such as clinics, laboratory work, are available to the unit.

The four chair dental unit is administered by the Jackson County Public Hospital. Dental students under the supervision of a dental professor provide dental care once a week. An Army Reserve Unit provides dental care two evenings a month.

The Department has a contract with a private psychiatrist for services. These services are limited to about 5 hours per week. We've made a proposal for students of psychiatric medicine to do their internship in the jail under our psychiatric supervisor. To date, we've had no response on that proposal. Much of the equipment for the unit was donated.

The unit has participated in various projects.

The School of Medicine ran a blood survey on a small group of inmates as part of an experiment. The inmates were rewarded for their services by being paid \$10 from the hospital. The program was well received!

The unit participated in a drug monitoring program by providing urine samples to the Treatment Alternatives to Street Crime program.

The unit also worked along with the University of Missouri-Kansas City School of Microbiology in a program to monitor social diseases.

We now are providing clinical experience for students of the Kansas City School of Medical and Dental Assistants.

The administration of the unit is provided by a paramedic who serves as Unit Manager. The Department of Corrections only has to coordinate these activities. This is a perfect example of using experts in the field to provide a needed service.

### Religion

The Department has a full-time Chaplain, who is paid in full by the Metropolitan Council of Churches. The Chaplain coordinates all religious services. Every Sunday there are church services, with a guest choir participating in the services about twice a month. Many services are conducted by guest ministers and priests.

The Chaplain also coordinates the activities of 6-10 clergymen who are active in the jail programs. There are usually 2-3 Bible classes available every week.

Last summer the Chaplain and other ministers provided a Bible Crusade which was held on five evenings.

During Lent, services are held every day during Holy Week with a special Easter service on Sunday.

The Nation of Islam (Muslim) also conducts services in the jail once a week. We've requested a class to be started on their religion but to date they have been unable to provide that service.

Also, the Chaplain serves as an adviser to our Inmate Council and our volunteer program.

## Library

Our library is considered a branch library of the Kansas City Public Library System. The public library had provided part-time help in our early development. Recently, the library program was expanded with a full time volunteer.

The library is equipped with law books provided by the Department. All other books are donated or provided by the Kansas City Public Library.

The Raytown (a city in the county) Division of the Chamber of Commerce provides magazines on a regular basis.

## Education

We wanted to start an educational program but we were hesitant to ask. We wanted to start a small program for the inmates involved in our release programs. We finally built up our courage and wrote the Kansas City School District to sponsor a program. Within two months we held our first class. Several months later another group started a program for pretrial inmates.

Recently, the jail was certified as a site for the High School Equivalency Test and two inmates were recently presented their High School Diploma while in jail.

Since no one in the Department had experience in operating an education program we established an advisory committee. The committee is composed of the coordinator of adult programs for the Kansas City School District, a professor in education from the University of Missouri-Kansas City, a representative of the Junior League of Women and two staff members.

The teacher assigned to the project is assisted by volunteers and practicum students from the University of Missouri-Kansas City.

## Special Programs

Throughout the year we hold special programs for inmate entertainment. These activities are coordinated by the Department Program Service Administrator. Correctional staff have volunteered their time to provide the added security for these programs. To date, we've had no incident involved with any of these programs, though some of the programs were not well received. Some of the programs have been:

1. Kansas City Philharmonic provided a jazz combo for a program during the Christmas season.
2. The Kansas City Federation of Musicians (Union) has sponsored several band concerts.
3. A high school put on a variety show.
4. A magician performed. I saw an article about this man and gave him a call and asked him if he would entertain the inmates. He probably agreed and performed one of our better special programs.



5. Divine Light Mission entertained one evening with their Blue Grass Band.
6. Kathy Kahn and Living Room Prison Band ( a prison activist group) has entertained twice.
7. Lyric Theatre sponsored an opera singer for one evening of entertainment.
8. During the holiday we have always received free candies, cookies, etc., for the inmates. Last year, Sears, Roebuck and Company provided over \$600 in goodies for Christmas.

These special programs are usually held on Sunday night. Two shows held are held for each program so that over 100 inmates may attend.

### Groups

There are numerous groups available for the inmates. These groups are limited to 15 inmates and meet at least once a week for an hour. On average there are between 15-20 groups available to inmates. A few of these groups are Bible classes, T.A., Yoga, meditation, how to deal with others, and personal management.

The groups have been sponsored by ministers, students of counseling (masters program) from the University of Missouri-Kansas City (UMKC), World Welfare Association (Divine Light Mission) and interested individuals.

### Community Corrections Center

The Community Corrections Center (CCC) is our work release program. The program consists of orientation, pre-employment training, work release and follow up. Again, community services are an important part in this program.

1. Pioneer College provides vocational testing once every month.
2. The pre-employment classes rely upon community resources to teach classes on subjects such as banking, insurance, taxes, health care, family planning, budgeting, recreation, etc. Over 70 agencies have participated in this program.
3. The Department was instrumental in establishing a metropolitan program, now sponsored by the National Alliance of Businessmen, for the placement of offenders and ex-offenders. This program has received support from the local Chamber of Commerce. The response from unions and businesses has been great.
4. The expansion of the program into a separate facility was made possible this April. To prepare staff for the new facility, two, two week training programs were held. Classes were conducted by judges, prosecutors, probation officers, public defenders, correctional personnel, numerous staff from local colleges and universities, Red Cross and private consultants. In all, well over 60 hours were donated to this training program. This showed tremendous community support for this new and expanding program.

5. Inmate vocational training - we don't provide the typical vocational training programs for our clients. In surveying resources available in the community we found many available programs and merely use them whenever possible.

#### Miscellaneous Programs

1. A.A. Program - A.A. meetings are held weekly and sponsored by an alcoholic halfway house.
2. Kansas City has a VISTA program and has provided positions to the jail.
3. Chaplain Program - the Chaplain sponsors two men in a clinical pastoral program.
4. Numerous individuals provide one to one counseling.
5. The Department provides a recreational area and game room (no organized programs). At least four times a year we sponsor "Super Star" tournaments in sports such as ping pong, one on one basketball, air hockey, pool, arm wrestling and foosball. The champions of the various living areas compete in a special tournament.

#### Community Relations

The Department provides speakers to various civic, business and governmental groups.

The Department also sponsors tours of the jail to many groups. Those provided tours range from civic leaders to members of the Junior League of Women to troubled juveniles.

#### Volunteer Program

We're still in the process of developing our volunteer program. This program will consist of recruitment, screening, training and evaluation of all volunteers. Presently, many of these services are available from the Coordinating Council for Corrections Volunteers, an organization of which the Department is a very active member.

#### Community Groups

We work closely with the 1) city-wide Voluntary Action Center; 2) Diversion and release programs and 3) Coordinating Council for Corrections Volunteers.

## • Summary

Several people have said to me, "don't you feel you are getting 'conned' alot by inmates who attend these programs". My response is always, "I'm sure we get conned and inmates attend programs they really aren't interested in, but so what." Our program area is air conditioned so it allows them to get out of the hot crowded living area--it allows them really to cool down in many ways. Most of our living areas are for 48 men and I'm sure to be in a group of 15 or less is refreshing to them. They get to see inmates from other living areas in these classes and seeing an old friend can help to relieve anxiety. All of these factors are important in maintaining a healthy jail climate, and besides, I'm sure they really do learn something, maybe not a lot but something in every class or group they attend. Many of the inmates have a renewed faith that they can make it when they see that people in the community are interested in them. I'm sure we don't reach many inmates in a year. We'll never know for sure how many we help. The impact of community resources has had a tremendous impact in increasing the professionalism of the Department.

The Department of Corrections a young department, still expanding. We're in the process of developing proposals for or have requested:

1. A VISTA grant.
2. Mental health clinical program.
3. University of Missouri-Kansas City - expanded clinical programs for counseling and testing students, recreation (education) students.
4. Use of volunteers from the State Board of Probation and Parole volunteer one on one program.
5. Conditional release program sponsored by the Jaycees.

If you've had a jail closed to the public you're missing a tremendous amount of resources--most of which are free. True, these resource people will point out problems and may criticize some of your actions, but we've used their comments to improve our operation. They've almost become sort of an evaluation tool of the Department.

In closing, when you open your doors you will have alot of people wanting to volunteer in your jail. Some of them may have selfish reasons. It is up to the administrator to see that the jail is improved by the community services.

Believe me, you'll be surprised by the resources available and the assistance they can provide.



## FACTORS CONTRIBUTING TO EFFECTIVE MEETINGS

Many studies have been developed in search for what makes a leader. The assumption has been made in most of these studies that there are certain characteristics or combinations of characteristics which produce a leader who will emerge in time. The Great Man Theory of history has supported such a belief. Studies which have been developed, though, have contributed little to the support of this theoretical position. In fact, what has been found has created considerable doubt as to the validity that leadership is a possession of some individuals and not others. To some degree, knowledge has been found to be associated with leadership in the areas where the knowledge is related to the problem of the group. Intelligence, also, has been found to correlate in slight but yet significant degrees. Family background is related, especially when sons of owners become managers. What has more generally been found is that leaders emerge in groups as a function of the ability of an individual to contribute to the solution of the problems of the group. When the problems of the group change, leadership changes, unless the social structure is so rigid that change in leadership cannot occur. Under such conditions, the system of formal leadership and an independent, or informal, leadership usually develops in competition with each other.

What has been found to be more important is that for groups to function effectively, certain kinds of functions must be performed. The essential functions fall into two categories: (1) task functions, and (2) maintenance functions. A third function which decreases the effectiveness, and if persisted in, may destroy a group, is the individually oriented functions. Here the goal of the individual is not in harmony with that of the group and the group provides a setting for the exercising of the individually oriented functions.

Studies would indicate that the groups that have successfully achieved goals over an extended period of time are the groups that have members performing both task and maintenance functions. Here the group effort is not only directed by its immediate work objectives, but it is also building its own resources and stability for work in the process. Such a group is able to observe its own process, modify its procedures, and take immediate action to provide maintenance or task functions as needed. A group that limits itself only to task functions, however, is often found to be high producing for short periods of time. Such groups, if they fail to integrate the people value and concerns immediately into the task value, soon lose their commitment to task functions. This results in reducing their effectiveness and often the disintegration of the group. The group that exercises only maintenance roles might be initially a very country-clubbish and happy operation, but certainly low producing, and would not last long in a competitive society. If a number of people were brought together for some operation which exercises only individual oriented task functions, either chaos or arbitrary action would soon result.

A breakdown of some of the functions plus a description of the behavior associated with the function, appears in the following three tables:

#### Task Functions

1. Initiating-Contributing: Suggests or proposes to the group new ideas or a changed way of regarding the group problem or goal.
2. Information-Seeking: Asks for clarification of suggestions, for authoritative information and facts pertinent to the problem discussed.
3. Opinion Seeking: Asks not primarily for the facts of the case, but for a clarification of the values pertinent to what the group is doing.
4. Information Giving: Offers facts or generalizations which are the authoritative views or relates his own experience to the group problem.
5. Opinion Giving: States his belief pertinently to a suggestion made. The emphasis is on his proposal of what should become the group's views, not primarily upon relevant facts or information.
6. Elaborating: Spells out suggestions in terms of examples or developed meanings; offers a rationale for suggestions and tries to deduce how an idea if adopted by the group would work out.
7. Clarifying: Shows or clarifies the relations among various ideas and suggestions, tries to pull ideas together or to coordinate various members of the sub-groups.
8. Orienting: Defines the position of the group with respect to its goals by summarizing what has occurred, raises questions about the direction which group discussion is taking.
9. Evaluating: Tries to assess progress toward the goal; questions the practicality, logic, facts, or the procedure of current or suggested operating policies.
10. Acting as Procedural Technician: Expedites group movement by doing things for the group; performing routine tasks, etc.
11. Recording: Writes down suggestions, makes record of group decisions and products of discussion. The recorder role is the group "memory".
12. Standard Setting: Expresses standards of group to attempt to achieve in its functioning or applies standards in evaluating group process.

### Maintenance Functions

1. Encouraging: Praises, agrees and accepts the contributions of others. He indicates warmth and solidarity toward group members.
2. Harmonizing: Mediates the differences between other members, attempts to reconcile disagreements and relieve tension in conflicts.
3. Compromising: Operates from within a conflict in which his idea or position is involved. He may offer compromise by yielding status, admitting his error, disciplining himself to maintain harmony.
4. Gatekeeping and Expediting: Attempts to keep communications channels open by encouraging the participation of others.
5. Group Observing and Commentating: Keeps records of various aspects of the group process and feeds such data into the group's evaluations of its own procedures.
6. Following: Goes along with the movement of the group, more or less passively accepting the ideas of others, acts as audience.
7. Tension-Reduction: Play at the appropriate time, jokes, calls for coffee break.

### Individually-Oriented Functions (Which tend to disorganize a group)

1. Aggressing: Deflates the status of others, disapproves values, attacks the group problem, jokes aggressively.
2. Blocking: Tends to be negativistic and stubbornly resistant, disagreeing and opposing beyond reason; attempts to bring back issue after group has rejected it.
3. Recognition-Seeking: Works in various ways to call attention to himself by boasting, calling on personal achievements, struggling to prevent his being placed in an inferior position.
4. Self-Confessing: Uses the audience opportunity which the group setting provides to express personal, non-group oriented "feeling", "insight", etc.
5. Acting as a Playboy: Makes a display of his lack of ability and involvement in the group processes. This may take the form of cynicism, nonchalance, horseplay and other "out of the field" behavior.
6. Dominating: Tries to assert authority in manipulating the group or certain members. This may take the form of flattery, of asserting a superior right to attention, etc.

7. Help Seeking: Attempts to call forth sympathy response from group or certain members through expression of insecurity or personal confusion, etc.
  8. Special Interest Pleading: Speaks for the small business man, the grass roots community, labor, etc., cloaking his own prejudices or biases in the stereotype which best fits his personal need.
- 

Although a group cannot function at all or especially effectively over time without the proper mix, a group also must have some methodology for decision-making. Decision-making in an organization occurs within the framework of a basic unit or work group. In order to upgrade the quality of the decisions made in an organization, we must understand the nature of the factors which facilitate and the factors which block effectiveness of such decisions.

A. Factors which facilitate good decision-making are:

1. A clear definition of the problem about which a decision is to be made.
2. Placing the responsibility for decision-making at that level where most appropriate data are available and relevant.
3. Effective communication among the group that is to make the decision, so that the maximum number of effective solutions are brought into consideration.
4. Some mechanism for building a commitment to action. This means that action steps should be specified, clearly understood and delegated to appropriate persons.

B. Factors which block good decisions are:

1. Lack of problem clarity.
2. Failure to pin down responsibility for making the decision to a clearly defined group of people.
3. Looking at the first few alternatives that appear as the only alternatives.
4. Haste in making decisions before they are appropriately tested.
5. Asking a group to make a decision without data.
6. Failure to build in an action commitment.



## GROUP DECISION-MAKING

1. *Decision by Lack of Response ("Plop")*. The commonest and perhaps least visible group decision-making method is that in which someone suggests an idea, and, before anyone else has said anything about it, someone else suggests another idea, until the group finds one it will act on. All the ideas which have been bypassed, have, in a sense been decided upon by the group. But the decision has been simply a common decision not to support it, making the proposer feel that his suggestion has "plopped." The floors of most group meeting rooms are completely covered with plops.
2. *Decision by Authority Rule*. Many groups set up a power structure or start with a power structure which makes it clear that the chairman or someone in authority will make the decisions. The group can generate ideas and hold free discussion, but at any time the chairman can say that, having heard the discussion, he has decided to do thus and so. This method is highly efficient. Whether or not it is effective depends a great deal upon whether the chairman is a sufficiently good listener to have culled the right information on the basis of which to make his decision. Furthermore, if the group must move on to the next stage or implement the decision, the authority-rule method produces a minimum amount of involvement of the group. Hence it undermines the potential quality of the implementation of the decision.
3. *Decision by Minority*. One of the commonest complaints of group members is that they "feel railroaded" in reference to some decision. Usually this feeling results from one, two or three people employing tactics which produce action and therefore must be considered decisions, but which are taken without the consent of the majority.

A single person can "railroad" a decision, particularly if he is in some kind of chairmanship role, by not giving opposition an opportunity to build up. Let us take an example pertaining to a decision as to how the group should work. The chairman says: "I think the way to go at this is to each state our opinion on the topic to see where we all stand. Now my own opinion is...." Once he has given his own opinion, he turns to the man on his right and says: "What do you think, Harry....?" When Harry has spoken, the chairman points to the next man and the group is off, having made in effect a decision about how it is going to go about its work. Yet *no one* agreed to this method of work, except the initiator. Another similar tactic is to say, "Well, we all seem to be agreed, so let's go ahead with John's idea," even though the careful observer may have detected that only John, the chairman, and maybe one other person has spoken favorably about the idea. The others have remained silent. If the chairman is asked how he concluded there was agreement, chances are that he will say, "Silence means consent, doesn't it? Everyone had a chance to voice opposition." If the group members are interviewed later, it sometimes is discovered that an

actual majority was against John's idea, but that each one hesitated to speak up because he thought that all the other silent ones were for it. They too were trapped by "silence means consent."

Finally, a common form of minority rule is for two or more members to come to quick and powerful agreement on a course of action, to challenge the group with a quick "Does anyone object?", and, if no one raises his voice in two seconds, to proceed with "Let's go ahead, then." Again the trap is the assumption that silence means consent.

4. *Decision by Majority Rule: Voting and/or Polling.* We come next to more familiar decision-making procedures, those which are often taken for granted as applying to any group situation because they reflect our political system. One simple version is to poll everyone's opinion following some period of discussion, and, if some majority feels the same way, to assume that that is the decision. The other method is the more formal one of stating a clear alternative and asking for votes in favor of it, votes against it, and abstentions.

On the surface this method seems completely sound, but surprisingly often it turns out that decisions made by this method are not well implemented even by the group that made the decision. What is wrong? If one can get the group to discuss its process, or if one interviews members of the minority, it turns out that two kinds of psychological barriers exist.

- a. The minority member often feels that there was an insufficient period of discussion for him to really get his point of view across; hence he feels misunderstood and sometimes resentful;
- b. The minority member often feels that the voting has created two camps within the group, that these camps are now in win-lose competition, that his camp lost the first round but that it is just a matter of time until it can regroup, pick up some support, and win the next time a vote comes up.

In other words, voting creates coalitions, and the preoccupation of the losing coalition is not how to implement what the majority wants, but how to win the next battle.

If voting is to be used, the group must be sure that it has created a climate in which members feel they have had their day in court, and where members feel obligated to go along with the majority decision.

5. *Decision by Consensus.* One of the most effective but also most time-consuming methods of group decision-making is to seek consensus. It is important to understand that consensus, as I will define it, is not the same thing as unanimity. Rather, it is a state of affairs where communications have been sufficiently open, and the group climate has been sufficiently supportive, to make everyone in the group feel that he has had his fair chance to influence the decision. Someone then tests for the "sense of the meeting," carefully avoiding formal

procedures like voting. If there is a clear alternative which most members subscribe to, and if those who oppose it feel they have had their chance to influence, then a consensus exists. Operationally it would be defined by the fact that those members who would not take the majority alternative, nevertheless understand it clearly and are prepared to support it. It is a psychological state which might be described as follows:

"I understand what most of you would like to do. I personally would not do that, but I feel that you understand what my alternative would be. I have had sufficient opportunity to sway you to my point of view but clearly have not been able to do so. Therefore, I will gladly go along with what most of you wish to do."

In order to achieve such a condition, time must be allowed by the group for all members to state their opposition and to state it fully enough to get the feeling that others really to understand them. This condition is essential if they are later to free themselves of the pre-occupation that they could have gotten their point of view across if others had only understood what they *really* had in mind. Only by careful listening to the opposition can such feelings be forestalled, and effective group decisions reached.

6. *Decision by Unanimous Consent.* The logically perfect but least attainable kind of decision is where everyone truly agrees on the course of action to be taken. For certain key kinds of decisions it may be necessary to seek unanimity, but for most important ones consensus is enough, if it is real consensus.



VOLUNTEER SERVICES PROGRAM  
JACKSON COUNTY DEPARTMENT OF CORRECTIONS

D A I L Y R E C O R D

SERVICE PROVIDED: 1 DATE: 2 TIME: 3

ORGANIZATION NAME: 5 PHONE: 4

NAMES OF VOLUNTEERS (Check if initial service)

6 7

TOTAL NUMBER OF RESIDENTS SERVED: 8 TOTAL TIME SPENT WITH RESIDENTS: 9

PREP. TIME: 10 TRAVEL TIME: 11 FOR DENTAL OR INDIV. COUNSEL INDICATE AVERAGE TIME/RES.: 12

COMMENTS: 13

SUBMITTED BY: 14 (Signature)

NOTE--PLEASE RETURN TO PROGRAM/SERVICES COORDINATOR DAILY!

VOLUNTEER SERVICES PROGRAM  
JACKSON COUNTY DEPARTMENT OF CORRECTIONS

D A I L Y R E C O R D

SERVICE PROVIDED: \_\_\_\_\_ DATE: \_\_\_\_\_ TIME: \_\_\_\_\_

ORGANIZATION NAME: \_\_\_\_\_ PHONE: \_\_\_\_\_

NAMES OF VOLUNTEERS (Check if initial service)

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

TOTAL NUMBER OF RESIDENTS SERVED: \_\_\_\_\_ TOTAL TIME SPENT WITH RESIDENTS: \_\_\_\_\_

PREP. TIME: \_\_\_\_\_ TRAVEL TIME: \_\_\_\_\_ FOR DENTAL OR INDIV. COUNSEL INDICATE AVERAGE TIME/RES.: \_\_\_\_\_

COMMENTS: \_\_\_\_\_

SUBMITTED BY: \_\_\_\_\_ (Signature)

OS-27-01-078

(11/76)

OS-27-01-078

(11/76)

## VOLUNTEER DAILY RECORD

OS-27-01-078

Every time a volunteer comes in the facility a daily record form should be completed. On Friday of each week the forms and the program schedule with attendance checked will be sent to the program service coordinator. These forms will be filed and the information from them will be put on the Monthly Volunteer Report which is submitted by the program service coordinator to the jail services manager.

Volunteers who provide services for the department but do not spend time with residents will indicate time worked on the volunteer daily record.

This form is to be completed by the individual offering the service. These forms are to be forwarded to the night shift R.S. for record keeping and tabulation purposes. This form is forwarded to the program service coordinator at the end of the month along with the monthly CCC program report. At the jail the reports go directly to the Program Service Administrator.

Below is a brief description on how the form is to be filled out.

1. Indicate services provided by volunteer.
2. Date services provided.
3. Time services provided.
4. Phone number of volunteer.
5. Name of volunteer's organizational affiliation.
6. Name of volunteer(s).
7. Place a check mark if the volunteer is new. (1st time in facility,,
8. Indicate the number of residents served.
9. Indicate total time spent with residents.
10. Preparation time of volunteer.
11. Travel time of volunteer.
12. For one to one volunteer visit give average time spent with resident.
13. Comments - this may be problems, suggestions, general information, etc.
14. Name of person submitting form.

All daily records should be filed in each volunteer's file.

### THE VOLUNTEER CODE

'AS A VOLUNTEER I realize that I am subject to a code of ethics similar to that which binds the professionals in the field in which I work. I, like them, assume certain responsibilities and expect to account for what I do in terms of what I am expected to do. I will keep confidential matters confidential.'

'I interpret "VOLUNTEER" to mean that I have agreed to work without compensation in money, but having been accepted as a worker, I expect to do my work according to standards, as the paid staff expect to do their work.'

'I promise to take to my work an attitude of open-mindedness; to be willing to be trained for it; to bring to it interest and attention.'

'I believe that my attitude toward volunteer work should be professional. I believe that I have an obligation to my work, to those who direct it, to my colleagues, to those for whom it is done and to the public.'

'Being eager to contribute all that I can to human betterment, I accept this code for the volunteer as my code to be followed carefully and cheerfully.'

Signed 1

Date 2

Witness 3

VOLUNTEER CODE  
OS-27-01-110

The Volunteer Code will be given to each new volunteer to read and sign. This will then be put in the volunteer's file.

The Program Service Administrator will be responsible to see to it that the new volunteers read and sign the Volunteer Code and the form is placed in the file.

Complete the form in the following manner:

1. Signature of volunteer.
2. Date of signature.
3. Signature of Program Services Administrator.



VOLUNTEER APPLICATION FORM

-Interviewer's Remarks-

Volunteer's Name: 1

Race: 2 Sex: 3

Interviewed by: 4 Date: 5

Comments:

6

Signed: 7  
Interviewer

Date: 8

Record Check ☐ By: 9 Date: 10

Comments: 11

Reference Check ☐ By: 12 Date: 13

Comments: (1) 14

Comments: (2) 15

Accepted ☐ By: 16 Date: 17

Rejected ☐ By: 18 Date: 19

If rejected, explain: 20

VOLUNTEER APPLICATION FORM  
- Interviewer's Remarks -  
OS-27-01-111

This form is completed by the Program Service Administrator. Each new volunteer will be interviewed by the Program Service Administrator.

Comments pertinent to the volunteer and his duties will be placed in the comment section. The Program Service Administrator will make record and reference cheks and indicate if the volunteer is accepted or rejected.

This form will then be placed in the volunteer's file.

Complete the form in the following manner:

1. Name of volunteer applicant, last name first.
2. Race of applicant.
3. Sex of applicant.
4. Name of interviewer(s).
5. Date of interview(s).
6. Comments based upon interview.
7. Signature of interviewer.
8. Date signed.
9. Name of individual conducting records check. Ask Records Supervisor to run the test.
10. Date of records check.
11. Comments on records check.
12. Name of individual conducting reference check (this may be a personal or employer reference check).
13. Date of reference check.
14. Indicate who you spoke to, relationship to applicant and their comments.
15. Same as #14, another check.
16. Individual(s) recommending applicant be accepted as a volunteer.
17. Date of decision made in #16.
18. Individual(s) recommending applicant not be accepted as a volunteer.
19. Date decision 18 was made.
20. Reasons why decision 18 was made.

JOHNSON COUNTY DEPARTMENT OF CORRECTIONS

Volunteer Application Form

Normally, it is our procedure to reserve the right to make such checks as we deem appropriate on the suitability to any volunteer. Additionally, it is our policy to treat volunteers with all the consideration given to paid staff.

We trust you will understand this in the spirit intended. Any information obtained will be held in strict confidence. Please feel free to discuss this matter further before proceeding with arrangements for volunteer service.

PLEASE PRINT OR TYPE

Name: \_\_\_\_\_ Date: \_\_\_\_\_

Address: \_\_\_\_\_ Home Phone \_\_\_\_\_  
                     Number                      Street

\_\_\_\_\_ Business Phone \_\_\_\_\_  
                     City                      State                      Zip

Home Address:(if different) \_\_\_\_\_

Birth Date: \_\_\_\_\_ Place of Birth \_\_\_\_\_

Marital Status:(circle one) S M W D

Children and their ages: \_\_\_\_\_

Education: Do you have a high school diploma? Yes \_\_\_\_\_ No \_\_\_\_\_  
 College:                      Years:                      Degrees:                      Major/Minor Areas

Are you currently a student at a college or university? Yes \_\_\_\_\_ No \_\_\_\_\_

Present Occupation: \_\_\_\_\_

How long have you been in this occupation? \_\_\_\_\_

Have you ever been convicted of any law violation other than a minor traffic violation? Yes \_\_\_\_\_ No \_\_\_\_\_

If yes, please explain: \_\_\_\_\_

(Either response to this question does not eliminate you from consideration as a volunteer)

Personal References other than family: (give complete data)

Name                      Address                      City                      State                      Zip                      Phone

Religious Affiliation: \_\_\_\_\_

Name of Spouse and Occupation: \_\_\_\_\_

List Hobbies/Recreational Activities you enjoy most: \_\_\_\_\_

List Special Skills, Abilities, etc. you possess: \_\_\_\_\_

Professional/Business/Other Organizations: \_\_\_\_\_

Previous volunteer experience? Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, please give details: \_\_\_\_\_

Type of volunteer work preferred:  
In Institution (please specify): \_\_\_\_\_

In Community (please specify): \_\_\_\_\_

How much time per week/month (on an average) do you think you will be able to spend? \_\_\_\_\_

Indicate days and time you prefer to work: \_\_\_\_\_

Indicate when you will not be available for volunteer work: \_\_\_\_\_

Do you have an automobile with public liability insurance coverage? Yes \_\_\_\_\_ No \_\_\_\_\_  
If yes, would you be willing to use it in conjunction with the Department of Corrections work? Yes \_\_\_\_\_ No \_\_\_\_\_

How did you first learn of the Volunteer in Corrections program? \_\_\_\_\_

Why do you feel you should be considered for volunteer employment? (please be brief) \_\_\_\_\_

I hereby freely offer to become a volunteer for the Jackson County Department of Corrections. I further understand that I will be expected to complete an orientation program prior to assignment as well as submit brief program reports.

It is understood and agreed that my services will not be monetarily compensated. I further agree to abide by the professional ethics governing the confidentiality of case histories.

\_\_\_\_\_  
Signature

Return Application To:

Program Service Administrator  
Jackson County, Missouri  
Department of Corrections  
415 E. 12th Street  
Kansas City, Missouri 64106

Page 3

5. Evaluations - The Program Service Administrator should evaluate the performance on new volunteers at three months and again at six months, and then at six months thereafter. The Program Service Administrator may have direct supervisors complete the evaluation but the Program Service Administrator is responsible for scheduling of evaluation periods.

6. The Program Service Administrator is responsible for completing the Program and Volunteer Services Monthly Report. These are to be turned in to the Manager of Jail Services seven days after the end of the month.

7. The Program Service Administrator is responsible for transferring the volunteer's donated time from the Daily Record Form to the volunteer's time sheet.

See - Volunteer - Identification Cards - Policy Effective 9/13/76  
Volunteer - Inmate Telephone Calls - Policy Effective 6/29/76

Att: (only for Program Service Administrator)

VOLUNTEER APPLICATION FORM  
OS-27-01-112-2

Each person interested in Volunteering Services to the Jackson County Department of Corrections will be given a tour of the institution and answer any questions an applicant may have.

The applicant will then be given a Volunteer Application Form to take home and complete. The form should then be mailed to the Program & Services Coordinator who will then make an appointment with the applicant to discuss in detail job openings for Volunteers.

This process enables potential Volunteers to gracefully bow out and also makes rejection of applicant simpler.

DEPARTMENT OF CORRECTIONS  
JACKSON COUNTY MISSOURI

INTER DEPARTMENT COMMUNICATION  
**MEMORANDUM**

TO: Program Service Administrator, Chaplain

DIST: 15th Floor, Shift Administrator, Unit Manager, Work Release  
Coordinator, Administrators, Managers, Director

FROM: John T. Milosovich *J. Milosovich*

SUBJECT: VOLUNTEER PROGRAM - RECRUITMENT, SCREENING, SERVICE  
Policy Effective 11/1/76

The Department of Corrections relies very heavily upon community resources/volunteers to effectively provide services to the entire department. Volunteers may be utilized in all areas of the department to improve services.

The Program Service Administrator is responsible for implementation of the volunteer program as follows:

Recruitment - Most volunteers are recruited by word of mouth. The prospective volunteer may hear of the needs from the staff, a volunteer, inmate, etc. The Program Service Administrator should briefly discuss the volunteer program when giving tours or at speaking engagements. The Program Service Administrator will be responsible for the recruitment of community resources when special services such as education programs are needed.

Screening - All regular volunteers are screened by the Program Service Administrator. A regular volunteer is someone who will be providing their services more than once every two months and providing a service above the 11th floor or at the C.C.C. (This section excludes ministers scheduled by the Chaplain to provide weekly religious services, AA speakers, volunteers for the pre-employment training program at the C.C.C.).

1. Volunteers must complete a Volunteer Application Form.
2. Volunteers must be interviewed by the Program Service Administrator, who will complete the Volunteer Application Form--Interviewer's Form. If the prospective volunteer was recruited for a specific program, the staff person requesting the service should be included in the interview and also complete the Interviewer's Form.

If the Program Service Administrator finds a volunteer who could work in a specific unit, the Manager over that unit should

DATE

SIGNATURE

be notified and allowed to interview the individual. The manager and Program Service Administrator must mutually agree before the individual starts to work. Prior to the individual starting to work the Program Service Administrator and manager will agree on who will be directly responsible for the volunteer. The Program Service Administrator is directly responsible for all volunteers on the 15th floor, non C.C.C. Work Release program volunteers at the C.C.C., AA and has a shared responsibility with the Chaplain for volunteers providing religious services. All volunteers must first be approved by the Manager of Jail Services. The Program Service Administrator shall give the Manager the volunteer's file to review.

All volunteers with criminal records must be approved by the Manager of Jail Services who will seek the Director's approval.

3. Checks - The Program Service Administrator is responsible for completing the record and reference checks as indicated on the Interviewer's Remarks. The reference check can be checks on either past volunteer service, employee checks and/or personal reference checks.

#### Hiring/Orientation

1. If the volunteer is found acceptable, the Program Service Administrator will meet again with the new volunteer to work out schedules for providing services and final completion of paper work. The Program Service Administrator will start a personnel file for all new volunteers. The file should contain the application form, interviewer's remarks, signed Volunteer Code-- this should be reviewed with the volunteer, and a volunteer time sheet. All Daily Record forms should be placed in the individual's personnel file.

2. The Program Service Administrator will have a volunteer ID card made and inform the volunteer how the card is to be used. (See Volunteer - Identification Cards - Polciy Effective 9/13/76).

3. The Program Service Administrator will give each volunteer a tour of the jail and/or C.C.C., review the do's and don't's of volunteers, review department organization and organization of the criminal justice system, and review of Department General Information - Procedures and Rules. At this time the Program Service Administrator should encourage the volunteer to take part in either C.C.C. training programs or specific training courses offered by the department. A volunteer handbook should be provided to the new volunteer. The volunteer should be introduced to the staff in the area which they will be working, i.e., 15th floor, C.C.C. - 5th floor, etc.,

4. Daily Record Form - The Program Service Administrator should review the Daily Record form with each volunteer emphasizing this form must be completed each time their services are provided. The forms should be turned in to the control center staff on the 15th or 11th floor in the jail and at the control center on the 3rd or 1st floor at the C.C.C.



# Job Development: The Employer as a Customer

BY DENNIS W. NEILSEN

*U.S. Probation Officer, St. Louis, Missouri*

ON MARCH 16, 1977, the Probation Division and the Bureau of Prisons signed an Inter-agency Agreement which states the "Federal Probation System shall assume administrative and operational responsibility for developing employment resources and making job referrals for persons paroled or mandatorily released from Federal institutions."<sup>1</sup>

Notwithstanding the fact that the primary responsibility for securing employment must remain with each individual client, there is no question that the probation officer's role has been vastly extended. Whereas this area was once rightly seen as a part of the job performed by all diligent officers, the task of job development now rests officially and heavily on each probation officer.

## *Who Wants a Job*

Unfortunately, but realistically, not all ex-offenders are *job ready*. For some reason or another, although they may verbalize intentions to work, they are usually unemployed most of the time and very often it is the direct result of their actions or inactions. Putting aside the psychological, sociological or whatever logical (or illogical) reasons for this situation, we are still faced with a number of people who are not job ready.

The client who consistently answers the door in his pajamas, at noon, yawning, I maintain, simply doesn't want a job. The client that can ordinarily be found on the corner, who doesn't keep appointments—either with his probation officer or with prospective employers—doesn't want a job. This individual might best be referred to the State Employment Service, not to drop our problem in their lap, but to see if he even keeps the appointment. Perhaps some other local or governmental programs for the "hard core unemployed" are available and these could represent another source of referral for the unmotivated client. Local labor pools are another good testing ground as they usually require the applicant to be available on their premises at an early morning

hour. If your client keeps his appointment at 6:30 a.m. at the labor pool, it's a safe bet he wants to work! Additionally, labor pools often attract individuals who do not maintain a steady job, usually due to alcoholic tendencies or migratory traits, and this serves to make our referral that much more attractive.

## *Business Is Business*

While companies appear to have become more and more receptive to the hiring of ex-offenders, it seems that the recent years of high unemployment have more than offset any net gains that might have been anticipated from more favorable business attitudes. We must recognize that business is business and companies exist for *profit*.

We, and our clients, have to accept the cold hard fact that until the product goes off the loading dock, is delivered and paid for, no money comes in the front door to pay the salaries! Therefore, however civic minded and humanitarian they might wish their corporate image to be, companies exist, or cease to exist, on profits.

When speaking to the prospective employer, don't attempt to appeal to his community responsibility or philanthropic nature. He is in business to make money and certainly does not run a charitable organization! He provides a service or goods for profit and the most effective way to get his attention is to show how he can increase or maintain profits.

## *What Do You Have To Offer and What Do They Want?*

Most definitely do not offer the employer the opportunity to help someone out of a life of crime by giving him a job. He has 10 other people in the reception room who have never been convicted of a thing. When you ask for something, you have put the employer in the very powerful position of granting or denying your request. Instead, sell what you have to offer for him and what he can expect from you if he buys your program. If you

<sup>1</sup> Policy Statement 7550.27 of 3/16/77.

simply turn the negative into the positive, you have much to offer.

Every probation officer knows his clients intimately. He knows their weaknesses and attributes. Point this out to the employer. If the officer has a recovered alcoholic that can meet the needs of the employer, the employer is aware of his basic fault and that the individual is doing something about it. The unknown 10 in the reception room may have several with active alcoholic problems, as well as others who have been involved in illegal activity, but have yet to be caught. With the client's permission, the prospective employer is aware of all the faults of the ex-offender before he even meets him. If these are overcome, what else is left but the positive?

Ask the employer what types of skills he can utilize at his place of business. You can't ask him to hire someone until you know what he needs. It could range from an electrical engineer to a punch press operator. Don't forget to inquire about custodial positions, as many firms pay their janitors quite well. When developing jobs, let the company know that you have no particular individual in mind and are merely canvassing to learn what types of skills or qualities they seek in an applicant.

Usually the most frequent response goes something like, "I want someone who will be here every day, on time, and will work while he is here." This is a good time to let the employer know that our clients will be monitored and have the extra responsibility of satisfying their probation or parole conditions.

### *Make It Easy for Him To Say Yes*

Point out that you can be of service to the employer by screening your clients to provide him the most qualified applicant that meets his needs thus saving the company time and money. Let the employer know that should an opening occur and he were to call for a referral, if you didn't have someone you honestly felt had the skills or was job ready, you would sooner tell him so than to send an unqualified applicant. He will respect you more and the chances are you will be placing qualified individuals with this firm for many years to come.

Don't ask the employer to give your referral any special consideration, but request that he give him the same consideration as any other qualified applicant who is not an ex-offender. At the end of the interview, thank the employer for his time and

say, "If I should come across someone who I honestly think will fit your needs, may I call you to arrange an interview?" This is a *reasonable request* for you are offering him a service, and for him to say no would make him appear unreasonable. You will get very few negative responses for you have made it easy for him to say yes.

### *If You Make the Sale*

The employer has just told you he has an opening and you have a qualified applicant. What do you need to know?

Immediately learn as much about the position as possible in order to be able to tell your client. Find out the starting salary, fringe benefits, when is payday, what are the working hours and a job description. Ask if the employer wants routine contact from the probation officer or would he prefer to contact the officer only if there are problems. Remember, the man is running a business and he wants no outside interference unless absolutely essential to his business. Be sure to inquire if any special equipment, such as safety shoes or tools, is required. Is transportation necessary or is public transportation available?

### *You Gotta Know the Territory*

Every probation officer should be attuned to the community and its changes. Local newspapers and community journals are not only valuable for their help wanted sections, but their business sections have news of companies expanding and what new businesses are coming into the area. Did a firm recently receive an award for sponsoring some community program or for hiring disadvantaged workers? If so, they may be receptive to your program. Was a company recently awarded a new government contract? If so, they may be hiring. Did a company that refused to hire the ex-offender last month have a change of management? If so, perhaps new management will be receptive.

Look around your territory and you'll be amazed to learn how many businesses there are that weren't only one year ago. If one firm has moved, find out which firm moved in. Learn where the other business relocated to and why. Did they expand? When a firm relocates usually not all employees will move with them for one reason or another. This means available jobs. Look for "Grand Opening," "Open Under New Management," or "Opening Soon" signs.

If you observe new construction on your territory, talk to the job foreman and find out what is being built and whom to contact. Don't wait until the doors open for business because you'll be too late. Companies hire their staff *before* opening their doors.

The local Chamber of Commerce often has information on businesses in the area, giving the names of the officers, the number of employees and the firm's location.

Don't forget the library. The reference section should have copies of the various Moody's industrial manuals which list major corporations, their history, the names of the officers and locations of plants. Moody's manuals are supplemented twice weekly. Also available is the *Standard & Poors Directory of Corporations*, which contains the company address, the officers, and the company assets. The *Standard & Poors Daily Stock Reports* contain information on any expansion or increased production of a firm and their *Corporation Records* is similar to the Moody's manuals. Other library sources of information include the Dow Jones Index, city directories, and State directories of industry.

Develop a personal liaison with individuals in your State employment office and with other governmental and local agencies such as the Urban League, C.E.T.A., W.I.N., C.D.A., H.D.C. and Vocational Rehabilitation programs, as well as the NAACP and neighborhood and minority organizations.

If you live in a cold climate you don't sell a popsicle company your program in December. Direct your efforts to the customers *before* their busy season. Don't wait until they are busy as they have already filled any openings they may have had. Usually, this means contacting swimming pool companies, ice and ice cream related firms, rental service firms, moving companies, baseball and zoological parks, soda and beer distributors, carnival suppliers, contractors, apartment complexes, sod companies and landscapers, hotels and motels, gas stations, window cleaners, car washes, wrecking companies, fence erectors and river barge lines in the early spring. At chain-type operations, such as fast food restaurants or service stations, find out if each individual manager does the hiring or the central office.

Summertime is appropriate to develop contacts with school bus lines for driver positions and early fall would not be too soon to call at various department stores and firms such as parcel delivery ser-

vices, which hire additional staff for the Christmas rush. Winter would be a good time to call on auto service clubs, auto towing firms and snow removal companies. Don't forget Christmas tree lots!

### *Some Final Tips*

Very often the receptionist is a screen for her boss and you may be put off with "I'm sorry, but we aren't hiring at this time." As you introduce yourself, displaying your identification, simply tell her you are a United States probation officer and you would like to "speak to someone in relation to the company's hiring policies in regard to the ex-offender." Very few receptionists want the responsibility of discussing company policies and you will usually find yourself speaking to someone in authority in a very short time. Try to obtain the receptionist's name in case of a call back or should you later need to telephone, she can be addressed by name.

While in the reception room, be sure to notice any awards or letters of appreciation from social service organizations the company may have on display. If possible, during the interview, work in a word of praise for the company's efforts.

Take notice of what publications the firm receives and scan them while waiting to learn just what sort of product or service the firm is involved in. Magazines are also good sources for names of officers and their titles.

When you meet the person in charge, make a conscious effort to remember his name and use it during the interview. If a name isn't given, don't be afraid to ask. If you feel too embarrassed, look for a name on the door or the desk, and use it. Your professional observance usually won't go unnoticed.

Pay close attention to the employer's remarks and cue in on them. If he appears to be especially sympathetic to first offenders, discuss the Pretrial Diversion Program. If he appears to be a "hard-liner," stress your role in supervision and the client's accountability. While this may appear a bit devious, it can be done with honesty.

If the company is not hiring, always ask when they might be hiring or when would be a good time for you to call back. At the end of the interview, any good salesman is sure to inquire, "Do you know of anyone else that might be hiring at this time?" Occasionally it pays off and you are referred to another firm in the neighborhood and, with his permission, can often use the first em-

ployer's name as an introduction. It only takes a few seconds to ask.

Get business cards and leave them at *every* call. It's cheap advertisement.

Be sure to keep a file, (3x5 index cards work well) on each contact, noting the date, the employer's name, when to call back and any other information you think necessary.

Plan your calls. Don't stop at one firm and then drive 15 minutes to another. Park your car in an industrial complex or business section and knock on every door. One day you may find yourself speaking to an employer who has just discharged an employee out the back door. You can only make the sale while seated across from the customer. All other time is dead time! As you increase your percentage of time presenting your product, sales go up!

Are you nervous? Do you have butterflies? If so, go with another officer. This often reduces the

tension and usually any slack in the conversation or points missed will be picked up by the other officer. Besides, two on one puts you at a definite psychological advantage.

Finally, be sure to familiarize yourself with the ex-offender bonding program as well as any other subsidized programs that may entice the employer.

### Conclusion

Remember, you are a qualified professional officer who has a service to perform both for the employer and your client. You are not asking the employer for favors, but providing a service that any company can use. At the same time, the employer has a right to expect honesty and a business-like sense of responsibility from the probation officer.

"I learned early that when you apply for a job, you'd better talk only of what the other guy needs and not what *you* need." \* \* \*

\* Permission to use the above quote has not been requested.  
 \*\* *Fishbait*, by William Miller as told to Frances Spatz Leighton. Copyright 1977, Prentice-Hall, Inc. Englewood Cliffs, New Jersey, p. 29.

## A Model for Increasing the Use of Community Supportive Services in Probation and Parole

By R.J. POLISKY

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 Virginia Department of Corrections, Richmond*

AS PROBATION and parole caseloads increase, one wonders how probation and parole officers can adequately prepare presentence investigations, reports for the parole boards, administrative paperwork, etc., and still have sufficient time to devote to the individual needs of the offenders under their supervision. Not the least of these is the myriad of common human needs which, in order to be met, necessitate referrals to local service-delivery agencies, both public and private. These needs include, but are not limited to, housing, clothing, employment, and financial assistance.

In January 1965, the Northern Virginia Probation and Parole District (District No. 10) of the Virginia Department of Corrections, Division

of Probation and Parole Services, made up of the Counties of Arlington, Fairfax, and Prince William, and the Cities of Fairfax and Alexandria, had 344 cases under active supervision; in January 1974, the number of cases had dramatically risen to 1,145. District No. 10 is the most metropolitan of Virginia's districts, since it lies immediately on the border of the District of Columbia and handles the highest investigative and supervisory caseload in Virginia. In January 1976, 1,660 cases were under the active supervision of the 29 officers there, and each day the caseload continues to rise.

This increase in recent years is neither unique to District No. 10, nor to the Commonwealth of Virginia; it is occurring throughout the country

## THE CRIMINAL PERSONALITY

by Samuel Yochelson, M.D., and Stanton E. Samenow, Ph.D.  
published by Jason Aronson, Inc., vol. 1 - 537 pages, \$25

Reviewed by Joseph Borkin\*

SIXTY YEARS AGO, Sigmund Freud in a scant two pages introduced his own psychoanalytic theory of the criminal personality. Descriptively entitled "Criminals from a Sense of Guilt", Freud reported an unexpected and anomalous development in his analysis of a number of neurotic patients. While under treatment, they had committed a number of serious crimes including robbery and arson.

But the commission of these crimes instead of resulting in a sense of guilt, to Freud's surprise, was followed in the patient (criminal) by a feeling of mental relief. "Paradoxical as it may sound", concluded Freud, "I must maintain that the sense of guilt was present before the misdeed, that it did not arise from it, but conversely the misdeed arose from the sense of guilt. These people might be justly described as criminals from a sense of guilt".

In the Freudian dynamic, this oppressive and unconscious guilt, which in the criminal drives him to crime, stems from the Oedipus complex and is the "reaction of the two great criminal intentions of killing the father and having sexual relations with the mother". The Oedipus complex, according to Freud, is a universal inheritance of all mankind, and the way the individual responds to the resulting guilt determines whether or not he develops a criminal personality.

Freud, however, did not set his hypothesis in concrete. To the contrary, he concluded his essay with this careful observation:

"Among adult criminals we must no doubt accept those who commit crimes without any sense of guilt, who have either developed no moral inhibition, or who in their conflict with society consider themselves justified in their action. But as regards the majority of other criminals those for whom punitive measures are really designed, such a motivation for crime might very well be taken into consideration; it might throw light on some obscure points on the psychology of the criminal, and furnish punishment with a new psychological basis".

Freud did not extend his views beyond this brief note. In fact, he never bothered much with criminals in any clinical sense. Whatever practical experience he gained about crime and criminal conduct came from the treatment of neurotic patients rather than the examination of habitual criminals. He found literature a more congenial atmosphere in which to pursue his theory of the criminal personality. The result was a rich harvest of vicarious psychoanalysis by Freud of the characters appearing in the works of Dostoyevsky, Shakespeare and Sophocles. His analyses of the character of such criminals as Raskolnikov, Lord and Lady MacBeth, Richard III and, of course, Oedipus are themselves literary classics. Work on flesh and blood

\*A practicing attorney in Washington, D.C., author of *THE CORRUPT JUDGE*, and a frequent contributor to the BOOK REVIEW Section of this publication.

criminals, however, he left for others among his followers. Many of these have been stars in the Freudian firmament, like Karl Menninger, Sheldon and Eleanor Glueck, Franz Alexander, Nolen D. Lewis and Edward Glover.

The influence of these scholars led in no small measure to changing concepts in the criminal law. Probably the most significant of these (or at least the best known) was adoption by the courts in 1954 of the *Durham* rule, which holds that a person is not criminally responsible if his conduct can be shown to be the product of mental disease or defect. It replaced the McNaughten rule which, since 1843, had held that insanity could not be claimed in defense of a criminal who had the capacity to distinguish right from wrong.

Neither rule was entirely satisfactory, but all too often the debate about them has been reduced to ideological vituperation, including the traditional pejorative expressions "bleeding hearts" and "reactionary sadists". Even among serious scholars, anger has only too frequently accompanied reason. More often than not, theory and fact became antagonists. There was, however, a fact that was immutable. Crime and criminals were a reality, and both resisted all attempts to eliminate or change them. The statistics on crime and recidivism are grim monuments to this truth.

With this background, we approach the book under review, *THE CRIMINAL PERSONALITY* by Samuel Yochelson and Stanton Samenow. In 1961, Yochelson, a respected Freudian psychoanalyst practising in Buffalo, New York, decided that at the age of 55 the time had come to make a change in his life. At the invitation of the late Winfred Overholser, the Director of Saint Elizabeth's Hospital in Washington, D.C., Yochelson gave up his lucrative practice to come to Washington and take charge of a Program for the Investigation of Criminal Behavior. For more than 15 years, Yochelson has immersed himself totally in this project. Six years ago, he was joined by Dr. Stanton E. Samenow, a gifted young Ph. D. in psychology, who as part of his training had undergone a Freudian psychoanalysis. *THE CRIMINAL PERSONALITY* is Volume I of a projected three-volume report on their criminal behavior project. The authors state that their goal in the first volume is "to present only the facts, we have carefully avoided social advocacy of any type." If the book gets the attention it deserves, this caveat will do nothing to lessen the controversy I expect it will generate.

The project upon which the book under review is based has been a massive undertaking by any standard, probably one which only the Federal Government has the resources to support. Yochelson and Samenow during the first 15 years of the project (which is still in progress) have examined 255 criminals with unprecedented intensity and scope. These criminals were drawn from every background possible: poor, rich, black, white, male, female, Jew, Christian, Muslim, heterosexual, and sexual deviates of infinite variety. The methods of study employed ranged from the psychoanalytic couch to the investigation of social factors in the criminal's life. Siblings, mothers, fathers, wives and husbands, sons and daughters, wherever and whenever possible, were interviewed in depth. Electro-encephalograms,

electro-cardiograms, palm prints, chromosome studies, body measurements and other multi-disciplinary instruments were employed. Probably 150,000 to 200,000 hours were spent in intensive sessions with the 255 subjects of the study. I doubt if there has been any other study of criminal behavior to compare with it in size or duration. "Our end product" assert the authors, "is a systematic process that, under specified conditions, can achieve the single objective of helping a criminal change himself into a totally responsible and constructive person." If it can be sustained it is an astounding claim.

During the first four years of the study, it ran smoothly, just as Yochelson expected. The Oedipus complexes, family conflicts, childhood traumas provided by the criminals under investigation were just what the Freudian doctor ordered. However, after four years, Yochelson became aware that the criminals were using the project instead of vice versa. The projects, in fact, had become a cover for the criminal propensities of the personalities being studied. They continued to rape, rob, and commit other serious offenses as before, protected by the guarantee of privileged communication. Yochelson concluded that a reassessment of his work was indicated. The result was a significant change in his approach to the problem of criminality. Instead of searching for unconscious factors and sociological and psychological theories of causation, Yochelson turned to a "probe into the criminals' thinking and action patterns". This meant the abandonment by both authors of their cherished Freudian unconscious forces to explain why criminals turn to crime. In experiencing this wrench to their "preconceptions", the authors describe themselves as "reluctant converts". But the conversion was also with deep conviction.

With this change of direction, the search began to identify the "thinking and action patterns" of the criminal. Before the authors finished, they accumulated 53 thinking and action patterns, all of which, without exception, were found to be present in every one of the 255 criminals subjected to their examination. Without attempting to list all 53, some of which are obscure and defy simple labels, and, using the authors' own headings, I shall indicate a number of the more recognizable ones: Anger, Pride, The Power Thrust, Sentimentality, Suggestibility, Loner, Lying, Lack of Time Perspective, Failure to Put Oneself in Another's Position, Failure to Assume Obligation, Intolerance of Fear, Lack of Trust, Pretentiousness, Inability to Endure Adversity, Procrastination, Super-optimism.

The description and explanation of the 53 criteria form, in essence, what is central to THE CRIMINAL PERSONALITY. It composes the explosive content of the authors' findings. If responsible functioning in the criminal is to be achieved, these features present in the criminal personality must be altered. In future volumes, the authors promise to tell us of their extraordinary experiences in effecting these changes. If they have succeeded in any substantial way, it will be an accomplishment of heroic dimensions. Until the results of this task are published, we can only wish them the best and wait. In the meantime, the authors, by generally denying causation, etiology and unconscious factors in the formation of the criminal personality, and by

placing responsibility squarely upon the criminal, have run against the conventional grain of legal scholars and criminologists alike. Undaunted, the authors raise their colors and make their stand. Quoting from two widely separated paragraphs in their book will make perfectly clear what that is:

"Perhaps most important is that . . . the criminal is not a victim of circumstances. He makes choices early in life, regardless of his socioeconomic status, race, or parents' child-rearing practices. A large segment of society has continued to believe that a person becomes a criminal because of environmental influences. Several factors account for the persistence of this conclusion. Parents who have criminal offspring deny that there is something inherent in the individual that surfaces as criminality. They desperately look for a cause and, in the effort to explain, they latch on to some event or series of events in a person's life for which he is not responsible. Many social scientists have promulgated a deterministic view of man and for years have been explaining criminality largely in terms of environmental influences. Government programs have operated on this basis. The media have espoused this attitude. In efforts to eradicate crime, society has tried to do something, rather than nothing. Attacking environmental sources has been considered one positive step. However, these efforts have met with failure for reasons that the reader will understand as he reads this volume. Changing the environment does not change the man. Finally, the criminal is ever ready to present himself as a victim once he is apprehended. He feeds society what he at best only half believes himself. Actually, he knows that circumstances have nothing to do with his violations, but he uses that rhetoric if he thinks it will lead others to view him more sympathetically."

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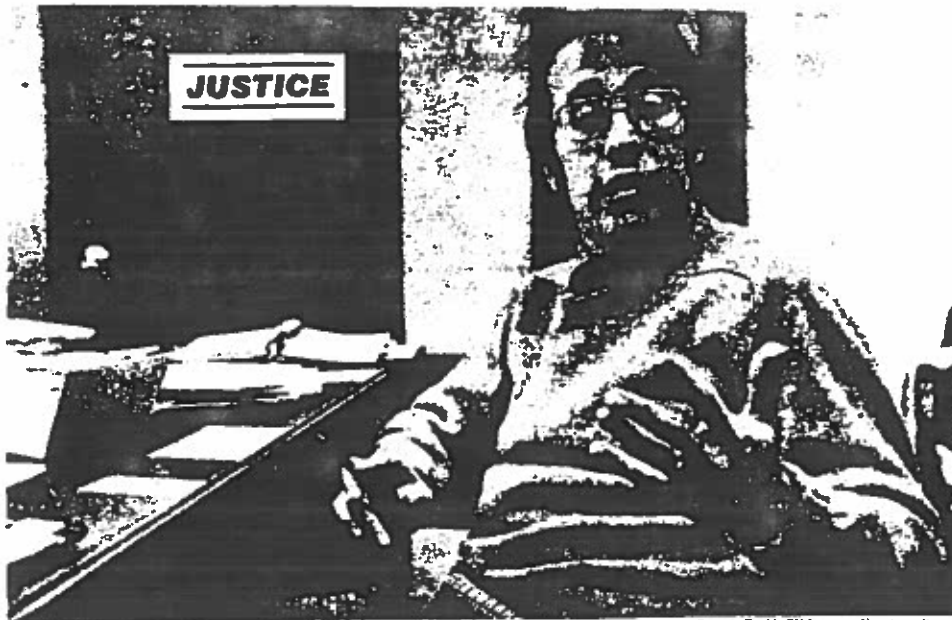
"... all specific criminal acts are programmed in the thinking of the criminal. Impulse and compulsion imply loss of control. But all his life, the criminal has been calculating, scheming, and controlling. His behavior may appear to be impulsive or compulsive, because it is sudden to the observer. In no case has impulse or compulsion held up. A pattern of criminal thinking has preceded the crime in question. The idea may have been considered, but rejected, many times before. The crime occurs after deterrents have corroded and been cut off. When a specific crime, such as an assault, has not been planned in advance, it is a matter of the criminal's responding in a habitual manner. He still maintains control of his behavior. All of us are habituated to doing some things in a specific way, such as driving an automobile; but we maintain control over what we do. To say that a pattern is ingrained or habitual does not diminish our personal responsibility or decision-making capacity. To avoid a penalty, the criminal may try to convince others that he acted impulsively. What has been so striking and consistent is that, to a man, our criminals have eventually revealed to us that what they did was an exercise of choice. In fact, because of our procedures, it was demeaning to them to deny the role of choice."

The radical content of this approach to the criminal mind is undeniable. The abandonment of sociological, environmental and psychological factors in studying the formation of the criminal personality makes this reviewer uncomfortable. So does the denial that the criminal may be subject to compulsive behavior beyond his control. The implications for the *Durham* rule of the authors' concept of criminal responsibility are no less disturbing. Are they saying that mental disease and crime have no relationship? Yes, that is exactly what they are saying:

"Once we discarded 'mental illness' as a factor we began to understand more about a patient's reality. The concept of mental illness had been the greatest barrier to acquiring this fundamental knowledge."



But against these serious qualms and reservations must be placed the unquestioned credentials of the authors. Moreover, their findings run counter to their own training and preconceptions. And, finally, it is a matter of no small importance that the Program for the Investigation of Criminal Behavior is an official United States Government project providing resources that only a great government can supply. Their work cannot be ignored no matter how irritating their judgments. In this first volume, the authors have challenged the traditional concepts of criminology and criminal responsibility. If these conclusions can be verified by other independent investigators, they may indeed prove shattering to the entire system of criminal justice.



Samenow: A provocative new vote for an old moral view

## The Criminal Mind

Some kids are just bad. They lie and cheat and skip school; they try to bully their parents, rejecting love if it is offered. When these children grow up, they rob, embezzle, rape and kill. Crime turns them on. But these people usually are not psychotic; instead, according to a bold new endorsement of old-fashioned moral theory, they are simply wicked. They possess a "criminal personality," described in a provocative three-volume work by psychiatrist Samuel Yochelson and psychologist Stanton Samenow of Washington's St. Elizabeth's Hospital.\* The doctors conclude that, for unknown reasons, hard-core criminals simply choose, from early childhood, to engage in antisocial behavior.

The Washington study has stirred controversy among criminologists because it challenges nearly all conventional modern doctrine. Most authorities have long contended that criminals are usually products of bad homes, poverty and discrimination, or else are mentally ill. Yochelson, who died last summer after spending sixteen years on the project, and Samenow dismiss most of both theories. Many of the criminals they examined came from law-abiding families; and although the criminals had often been treated as psychotic, the diagnosis later proved unreliable. The doctors also found no genetic pattern—no "bad seed." In short, after perhaps the most detailed study of the hard-core criminal ever attempted, they have isolated a consistent profile of behavior—but they do not claim to have found a cause.

As they perceive it, hard-core criminality knows no economic or racial distinctions. Criminal whites from suburban backgrounds and blacks from the inner city have more in common with each other than they do with law-abiding members of their own races (no women

were in the study, but Samenow speculates that women would prove no different). Nor does it matter much what kinds of crimes the men commit. "The con artist views violence as crude, while the street criminal views the swindler as a sissy," says Samenow, "but if we look at their views of themselves, there are far more similarities than differences."

The criminals' traits form a compendium of incivility: they are lying, evasive, manipulative, paranoid, cunning and secretive. A responsible person may lie occasionally, but for the criminal, "lying comes as naturally as breathing," says Samenow. "If he is going to the grocery store, he will say it's the Safeway even if he intends to go to Grand Union." The hard-core criminal spends enormous amounts of time just pondering crimes he could not possibly commit. "Thinking about a crime is itself exciting," write the authors. If the criminal walks into a store to buy cigarettes, he will calculate whether he could clean out the cash register or violate the women. Criminals do not behave impulsively. "If the risks are too great, he does not act," the study says. But the criminal is also "superoptimistic," and when he does attempt a crime, he never expects to get caught.

**'A Nip of Sherry':** After profiling the criminal mind in Volume I, the criminologists explain their system of treatment in Volume II (Volume III, not yet released, will deal with drug-abusing criminals). The prisoners were told that throughout the project they must not lie, must not be sexually promiscuous, must not overspend their earnings. The slightest false step, the doctors said, guaranteed relapse. "It's like an alcoholic taking a nip of sherry," says Samenow. Of 255 subjects, 30 completed a program that included more than 500 hours of group and individual therapy. Samenow counts ten of the 30 as successes and calculates that another ten would be rated successful in less stringent programs.

Whether or not this success rate justi-

fies the program, it could not be duplicated widely because of the time and expense required. Many academicians fault the Yochelson-Samenow study more harshly for an absence of scientific precision: too small a sample, no control groups, no peer review. "What we have is a tremendous amount of work, and we don't have anything established," says psychologist James Breiling of the National Institute of Mental Health. But corrections officials tend to recognize the conclusions in their own experience. Says George Horvat, chief of psychological services at the U.S. Terminal Island prison in California: "Most psychologists working here find this one of the most accurate descriptions of the criminal personality they have ever seen."

Samenow insists that he and Yochelson never intended their study to be rigorously scientific, but rather a starting point for further research. Samenow wants to investigate whether doctors can identify criminal behavior in infants. Critics not only argue that the project proves little but, perhaps worse, that it takes an outdated moralistic view. But with more recent theories under fire for their failure to deal with crime, the Washington study, whatever its faults, offers the basis for some intriguing new ways to approach the criminal mind.

—JERROLD K. FOOTLICK with MARY LORD in Washington

\*"The Criminal Personality." Volume I, 538 pages. Volume II, 578 pages. Volume III, unreleased. Jason Aronson. \$25 per volume.

houses located on college campuses where prisoners attend college full time during the last year of their sentence.

Separate correctional school districts and the increase in the number of correctional institutions in which education and training receive priority attention are significant evidence that education and training opportunities are viewed as positive intervention tools. Despite this, however, no responsible correctional administrator fantasizes that education and training are or can be the determining factors in postrelease behavior.

### *Recidivism and Education*

Each innovative education and training program which has tried to make such a connection has been unable to do so. For example, some practitioners and researchers tried to justify the continuation of college level "Newgate" programs supported by the Office of Economic Opportunity by alleging an impact on recidivism.

The Marshall, Kaplan, Gans, and Kahn (1973) evaluation showed that there was no such connection and for very good reasons. Similarly, Manpower Development and Training Administration (MDTA) programs tried to justify their existence on recidivism impact. Abt Associates (1971) estimated that 5 percent fewer prisoners recidivated if they had the benefit of MDTA training in prison. While some people regarded this 5 percent difference as significant others did not. In any case, both the Newgate and MDTA evaluations were based on a limited number of years of postrelease behavior and we don't know if the MDTA 5 percent positive impact would have held up over a longer postrelease study period. Despite these and similar findings, common sense prevails and few, if any, argue that we discontinue or even curtail education and training programs for prisoners. Quite the contrary; there is increasing pressure from all quarters for more varied and more relevant programs.

### *The Future*

There is evidence that the average level of educational attainment of incarcerated offenders is moving upward. In previous years we estimated that approximately 25 percent of Federal prisoners had completed a high school education. In 1975 40 percent of Federal prisoners claimed completion of a 12th grade education. The corresponding figure for incarcerated offenders at

the local and state levels is probably somewhere lower than 40 percent, possibly in the neighborhood of 30 percent. The national average for high school completions is close to 70 percent.

At the same time there is also a good deal of evidence that the majority of all prisoners lack a marketable skill and have no history of stable employment, regardless of their academic achievement level.

Further, it is significant that 50 percent of Federal prisoners have an "average" intelligence score and 37 percent an "above average" score; only 13 percent test at lower than average. There are many reasons to believe that this general profile also reflects the educability potential of most State and local prisoners.

The difference between the education achievement level of the average offender and the corresponding figure for the population at-large and the information which suggests positive potential to respond to education efforts, defines, in part, the priority challenge of correctional education during the immediate future. Further, the presence of many individuals in prison who have completed secondary education but at the same time lack even entry level occupational skills and, equally important, lack critical life adjustment coping skills will also shape future education and training program goals.

### *Conclusion*

It appears, at least from the Federal vantage point, that there are substantial resources available today to meet these challenges plus the necessary support of correctional administrators, line staff, and significant decisionmakers in the legislative and public sectors. Further, in the Federal correctional system we are moving increasingly toward voluntary involvement in all programs, including education and training, and away from program involvement designed primarily to win the favor of parole boards and commissions. Voluntarism, we hope, will exert positive pressures on correctional education administrators to develop more varied and higher quality programs in order to insure meeting the real needs and desires of prisoner/students.

All prison programs need to meet many objectives not the least of which is the positive use of the prisoners' time while incarcerated. Education and training programs by their very nature meet this fundamental objective.

Finally, to answer the question, what works?

Quality education and training works, if by "works" we mean enrollment in relevant courses in which quality instruction is provided, persistence in courses until passing grades are received and established standards of excellence are met.

If each prison experience, and there are many in the mosaic, could contribute these kinds of positive involvements and results many things would change, including possibly "recidivism."

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## Inservice Training in a Correctional Setting: Facilitating Change

BY ARTHUR M. HORNE, PH.D., AND J. LAURENCE PASSMORE, PH.D.

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THIS article briefly describes implementation of a human relations training program in a correctional setting, along with a description of positive and negative effects of the inservice training in terms of human welfare.

Rockville Training Center is a State-operated youth center located on a former U.S. Army Nike base near the small rural community of Rockville, Indiana. The treatment population of the Center consists of approximately 60 males between the ages of 12 and 16 who have been adjudicated to the Center by community court systems within the State. Students attend school at the Center 5 days a week. The school is staffed by seven teachers and two counselors, and operates year-round. When not in school the students engage in activities supervised by correctional officers.

The average length of confinement at the Center is approximately 9 months, with some students

being released as early as 7 months and some staying more than a year. After 1 month of incarceration, visitation privileges are possible, allowing students to have visitors on grounds. Students earn privileges at the Center through a point system which can lead to early release, placement in an honors dorm, attendance at off-campus activities such as bowling and movies in town, sports activities with other schools, picnics and visits to the girls' Center and even weekend home furloughs.

A training and development program in basic helping skills for teachers, counselors, correctional officers, and paraprofessional prisoners was developed to assist personnel working with incarcerated youth to become more effective helpers.

#### *The Program*

The first phase of the inservice program to be implemented was the Helping Skills program

"Not My Responsibility!"

Myrl E. Alexander  
Assistant Director,  
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A Copy from Federal Probation,  
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She was a frightened 16-year-old girl, wrapped in a smelly blanket sitting in the corner of the women's section of the jail. "My step-daddy said he'd send me here if I wasn't good." But her four companions were unafraid.

Two girls, 17 and 18, strutted in their clinging black satin dresses, highlighted by the garish red of rouge, lipstick, and fingernail polish. "We was workin' the street just one night when the lousy cops picked us up!"

Two older women, haggled, wornout bags--a madam and a professional shoplifter--sprawled on beds silently eyeing us.

I looked around. Detective magazines. Confession stories. Cheap pulps. A few half-eaten sandwiches on the floor. One toilet. A battered granite wash basin. No shower. Blue denim bedsheets.

The old guard slowly sifted tobacco onto the shaking cigarette paper in his hand. "Wanna see the men's side, too?"

"Yeah--uh-huh." The atmosphere of the joint was kinda getting hold of me!

The five of us--county officials and I--were inspecting the jail and discussing whether the county needed a new jail. We trailed the plodding jailer out of the basement up to the cells above.

Eight cells on each side back to back. Six men were in the day space in front of the cells. One, a tousled GI in his twenties, was AWOL from the Army. Four kids, 17 and 18, charged with breaking and entering locked up for 3 months awaiting trial. "They told us we'll be tried when the judge gets back from vacation." A big fat toothless character about 40 grinned at me. "I got smart with a cop who stopped me for speeding--but what-the-hell."

Two other prisoners sat on a bunk in the unlit end cell, one a 17-year-old kid waiting trial and the other, a sleek gray haired, neatly mustached "con" man about 50, I guessed.

"Where'd you serve time before?"

"Atlanta and Q. Say, don't I know you?"

"Perhaps." I introduced myself.

We talked about San Quentin and Atlanta and his criminal career. "I only 'hang paper.' Never laid a hand on anyone."

"You fellows playing checkers back in that end cell?"

"Naw, just talkin'. You know how it is. Gotta kill time someway."

A 17-year-old local kid. An old "con" who'd been around. No one's being kidded here except the jailer!

There were those eight. And another eight on the opposite side. Sixteen more upstairs. Twenty-eight "trusties" in two smelly basement dormitories. Crime and sex magazines and paperbacks everywhere. No barber service. Soup at noon. Pieces of bread and cake in cells. Fried potatoes and molasses at night. No laundry--dirty sox and clothes everywhere.

No screens on the kitchen and flies all around. "We ain't got no bugs here!" I kicked a dirty wooden shelf rack in the dingy basement dormitory. The jailer didn't reaffirm the absence of bugs. He stepped out the door quick-like.

"Looks like we do need a new jail." The county manager didn't like what he saw on this, his first, visit to the jail.

"What about needing new jail management, too?"

"That's for sure, isn't it?"

We moved along toward the front. The inside jailer unlocked the security door and we entered the outer jail lobby. Twelve or fifteen persons, mostly women and children, sat waiting their turns to visit sons, husbands, or sweethearts through the heavily screened visiting panel.

I noticed a neatly dressed young man in his thirties sitting apart from the other visitors. His briefcase sat on the floor propped against the chair leg. The county

manager spoke to him and introduced us. He was the probation officer from the local juvenile court visiting the jail to hold a presentence interview.

After an exchange of pleasantries, I asked his opinion of the jail as a place to detain youthful offenders. He proposed that the jail was an undesirable place of detention for anyone.

"Isn't there something you could do about it?"

"Hardly. The jail is the responsibility of the sheriff and not mine."

Later, as I drove homeward alone, the probation officer's response kept repeating itself in my mind. *The jail is the responsibility of the sheriff and not mine.*

Who said it wasn't his responsibility? Is the sheriff solely responsible? If not, who really is responsible for those 16-, 18-, and 20-year-olds? Isn't someone responsible for cleaning out the vermin? Can't someone take the responsibility for keeping these old experienced "cons" segregated from the younger, less sophisticated offenders? Who is responsible for those teen-agers lying in jail for months waiting for trial?

Who is the sheriff responsible to? The people of the county, I suppose. They put him into office. But they don't really know about the jail. Isn't someone responsible for alerting the public to its responsibility? Who would that be? It would have to be someone who knows the conditions of the jail and knows the effects the jail has upon those incarcerated in it--and how those effects seep out into the community through the young people, men and women, who are turned out of the jail day after day after day. Who would that be? One of them should be the probation officer! If he discusses it with the judge, then the judge must surely be one of the responsible people, too. The doctor who visits the jail every day and the lawyers who visit clients; the welfare workers who must visit the jail from time to time to see clients--they can't duck responsibility. These are the people who are responsible for corrections at the local level. They go in and out of the jail. They are trained observers of human behavior. They know something about social pathology.

That's it! There is the chain of action. Professional people in the community know the jail. They bear a responsibility to the community. The community is the responsibility of the public. And the public is the boss of the sheriff. Therein lies the chain of action which can lead to excision of the infectious jail as a source of community contamination.

Whose responsibility? *Not mine?*

## The Corruption of Authority and Rehabilitation

by

Gresham M. Sykes

I. Few problems in modern criminology are more perplexing than the role of imprisonment in reforming the adult criminal. Many writers argue that our prisons are a dismal failure as far as rehabilitation is concerned; they point to the numerous studies indicating that more than 50 percent of imprisoned offenders commit new crimes after being released. Other observers claim that it is a basic fallacy of the sentimental approach to penology to assume that all inmates can be reformed, particularly since it is the hardened criminal who is apt to be sent to prison; we are urged to call the prison a success and emphasize the smaller proportion of salvaged offenders.

If the problem were simply a matter of attaching a label of "success" or "failure" to the penal system of the United States, it could be left to the field of polemics. In fact, however, much more serious questions are involved. If an inmate does not commit a crime after being released, has he reformed because of imprisonment or in spite of it? If an inmate does commit a crime after being released, has imprisonment exercised a harmful influence or no influence at all? Is it possible for imprisonment to reform only to have its achievements negated or undone by forces operating in the community? If imprisonment is failing to reform, are there any possibilities for future improvements? If improvements are possible, can they be made within the existing structure of penal institutions or are radical innovations required? To what extent are improvements in the prison's ability to reform in conflict with the objectives of custody and internal discipline?

We have no precise answers to these questions at the present time and much of the confusion is due to the uncertain meaning of the word rehabilitation itself; the term has been used to refer to everything from "instilling good work habits" to "realizing the individual's capacities." This vagueness of aim has been matched by arguments over means, but there appears to be a growing area of agreement: imprisonment's effectiveness in reformation depends on a profound change in the criminal's personality structure, and this change is not to be won by exhortation; rather, conformity with the norms of society is to be secured by making the individual responsive to the reaction of others, in the sense that the social approval or disapproval of law-abiding groups becomes effective in channelling the individual's motives, drives, needs, or impulses.

Attitudes which "neutralize" social controls and make the individual unresponsive to the demands of society are partially familiar under the label of rationalization--the individual justifies his action by unconsciously distorting reality and the ego-image is protected from hurt or destruction under the attacks of self-blame. Recent work by Redl and others, however, has disclosed the intricate system of conscious ego-defenses which the deviant constructs to ward off the reactions of the social groups to which he belongs. *They're*

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picking on me; I couldn't help myself; I didn't do it for myself; they asked for it; it's a deal' it's all a matter of luck; these become the slogans which the individual uses to deflect the blame and praise of others.

A major portion of the prison's task in reforming the adult criminal consists of modifying these attitudes which neutralize social sanctions. Such modifications, if they are to be achieved at all, are to be achieved through the daily process of social interaction within the institutional setting.

It is clear that the prison guard must play a vital role in this process. The guard stands as the surrogate of society and it is he who must bring the massive power of the state to bear against the individual in concrete and detailed terms. Unfortunately, the portrayal of the correctional officer's strategic role has been distorted. The common stereotype of social interaction within the maximum security prison presents a brutal and sadistic guard exercising a maximum of social control over a criminal locked by himself in a cell. In fact, however, this picture seems to have little correspondence with reality. The prison community is best seen as resting in uneasy equilibrium between two theoretical poles. At one extreme all inmates would be constantly secured in solitary confinement; at the other, all inmates would roam freely within the limits set by the wall and its armed guards. Actually neither of these theoretical conditions could long endure, and the prison seeks a *modus vivendi* at an intermediate point. The prisoner has limited freedom of movement (a freedom which the inmate population attempts to enlarge, legitimately if possible, by guile and conniving if necessary), and this sets the stage for a wide range of social interaction with officials and other inmates. The inmate leaves his cell to work, eat, engage in recreation, undergo examination by the prison doctor, attend the prison school, etc. And it is in this required compromise of partial freedom that we can begin to see emerge the realities of life in prison. Guards and prisoners become involved in a complex pattern of social relationships in which the authority of the guard is subject to a number of corrupting influences; it is only by understanding the nature and extent of this corruption that we can understand the effectiveness or ineffectiveness of imprisonment in rehabilitating the adult criminal.

II. The prison community has been well described as a social group made up of "custodial and professional employees, habitual petty thieves, one-time offenders, gangsters, professional racketeers, psychotics, pre-psychotics, neurotics, and psychopaths, all living under extreme conditions of physical and psychological compression." The prison officials represent a custodial force charged with the primary function of preventing escapes and maintaining internal order. Standing in opposition to the official system of control there exists an inmate social system--a more or less organized criminal group.

The proliferation of prison regulations and the officials' emphasis on internal discipline is often attributed to institutional inertia of the bureaucratic mind. This viewpoint overlooks the potential danger which may lie in the most innocent appearing action when large groups of criminals are confined for long periods of time under conditions of deprivation. Gambling, stealing, notewriting, quarrelling, or loitering may appear as trivial offenses to the casual observer. The difficulty is that such offenses can be symptomatic of, or prepare the ground for, far more serious situations. The unpaid gambling debt can lead to a knifing; stealing food, clothing, or objects to decorate a cell can provide a route of exchange which can be used for the



transmission of weapons, drugs, or the materials necessary for an escape attempt; the illegal communication can establish a rendezvous for a homosexual relationship which may in turn lead to a vicious fight; a minor argument can easily flare into a dangerous battle under conditions of enforced, prolonged intimacy and this may touch off an uncontrollable riot; and loitering or "being out of place" may provide the momentary escape from supervision needed to perform a variety of illegal acts.

But the crisis is usually potential, not actual. Many infractions of the rules are in fact minor, not indicative of serious offenses, and only some of the inmates, not all, present major problems of discipline and security. The guard in the cellblock may rigidly enforce all rules on the grounds that a trivial violation of prison regulations *may* be the first symptom of a serious breach in the institution's defenses; or--and this is probably the more frequent case--he may be lulled into forgetting the possible dangers of his position. Like many social roles organized around the theme of potential crisis, the guard's position demands a fine edge of readiness which is difficult to maintain. The correctional officer is called on to make decisions in the daily flux of human affairs in which he must weigh the consequences of treating a possibly serious offense as actually minor against the consequences of treating a possibly minor offense as actually serious; and in such decisions (although this implies, perhaps, too great a degree of conscious rationality) he is under great pressure to take into account the reaction of the men he controls as well as the institution's requirements of security.

III. The guard in charge of a cellblock is required to perform a number of routine tasks during his tour of duty which have as their major aim the prison's function of custody and internal order. Counting inmates, periodically reporting to the center of communications, signing passes, checking mass movements of inmates, inspecting bars, windows, gratings, and other possible escape routes, searching cells for contraband material--these make up the minutiae of the eight-hour shift. In addition, the cellblock officer is supposed to be constantly alert for violations of prison rules which fall outside of his sphere of routing supervision and control.

In the exercise of authority, the deep and pervasive schism which is supposed to separate the captors and captives is actually bridged at innumerable points in the maximum security prison. Guards frequently fail to report infractions of the regulations; guards transmit forbidden information to inmates, neglect elementary security requirements, and join inmates in outspoken criticisms of higher officials. This "corruption" of the guard's authority is apparently seldom to be attributed to bribery--bribery is usually unnecessary, for far more subtle influences are at work which tend to destroy the authority of the cellblock guard.

#### Corruption Through Friendship

The correctional officer is in close and intimate association with his prisoners throughout the course of the working day. He can remain aloof only with difficulty for he possesses few of those devices which normally serve to separate rulers and the ruled. He cannot withdraw physically in symbolic affirmation of social distance; he has no intermediaries to bear the brunt of resentment springing from orders which are disliked; he cannot fall back on the dignity adhering to his office--he is a "hack" or "screw" in the eyes of those he controls and an unwelcome display of officiousness evokes that great destroyer of respect, the ribald humor of the dispossessed.

There are many pressures in American culture to "be nice," to "be a good Joe," and the guard in the maximum security prison is not immune. The guard is constantly exposed to a sort of moral blackmail in which the first signs of condemnation or estrangement are immediately countered by the inmates with the threat of ridicule or hostility. In this complex interplay, the guard does not always start from a position of determined opposition to "being friendly." The cellblock officer holds an intermediate post in a bureaucratic structure between top prison officials--his captain, lieutenants, and sergeants--and the prisoners in his charge. Like many "unlucky" Pierres always in the middle, the guard is caught in a conflict of loyalties. He resents many of the actions of his superiors--the reprimands, the lack of ready appreciation, the incomprehensible order--and in the inmates he finds willing sympathizers: they too claim to suffer from the unreasonable caprice of power.

Furthermore, the guard in many cases is marked by a basic ambivalence towards the criminals under his supervision. Although condemned by society through its instrument the law, many criminal are a "success" in terms of a mundane system of values which places a high degree of prestige on notoriety and wealth even though won by devious means. The poorly paid guard may be gratified to associate with a famous racketeer. This ambivalence in the correctional officer's attitudes toward his captives cuts deeper than a discrepancy between the inmate's position in the power structure of the prison and his possible status in a *sub rosa* stratification system. There may also be a discrepancy between the judgments of society and the guard's work-a-day values as far as the "criminality" of the inmate is concerned. The bookie, the man convicted of deserting his wife, the inmate who stridently proclaims his innocence and is believed--the guard often holds that these men are not seriously to be viewed as criminals, as desperate prisoners to be rigidly suppressed.

#### Corruption Through Reciprocity

To a large extent the guard is dependent on inmates for the satisfactory performance of his duties and like many figure of authority, the guard is evaluated in terms of the conduct of the men he controls--a troublesome, noisy, dirty cellblock reflects on the guard's ability to "handle prisoners," and this forms an important component of the merit rating which is used as the basis for pay raises and promotions. A guard cannot rely on the direct application of force to achieve compliance, for he is one man against hundreds; and if he continually calls for additional help he becomes a major problem for the shorthanded prison administration. A guard cannot easily rely on threats of punishment, for he is dealing with men who are already being punished near the limits permitted by society, and if the guard insists on constantly using the last few negative sanctions available to the institution--the withdrawal of recreation facilities and other privileges, solitary confinement, or loss of good time--he again becomes burdensome to the prison administration which realizes that its apparent dominance rests on some degree of uncoerced cooperation. The guard, then, is under pressure to achieve a smoothly running cellblock not with the stick but with the carrot, but here again his stock of rewards is limited. One of the best "offers" he can make is ignoring minor offenses or making sure that he never places himself in a position to discover infractions of the rules.

Aside from winning routine and superficial compliance, the guard has another favor to be secured from inmates which makes him willing to forego strict enforcement of prison regulations. Many prisons have experienced a riot in which the tables are momentarily turned and the captives hold sway over their *quondam* captors. The guard knows that he may some day be a hostage and that his life may turn on the settling of old accounts. A fund of good will becomes a valuable form of insurance.

### Corruption Through Default

Finally, much of the guard's authority tends to be destroyed by the innocuous encroachment of inmates on the guard's duties. Making out reports, checking cells at the periodic count, locking and unlocking doors--in short, all the minor chores which the guard is called on to perform during the course of the day--may gradually be transferred to the hands of the inmates whom the guard has come to trust. The cellblock "runner," formally assigned the tasks of delivering mail, housekeeping duties, and similar jobs, is of particular importance in this respect. Inmates in this position function in a manner analogous to that of the company clerk in the armed forces, and at times they may wield great power and influence in the life of the cellblock. For reasons of indifference, laziness, or naivete, the guard may find much of his authority whittled away; nonfeasance, rather than malfeasance, has corrupted the theoretical guard-inmate relationship.

Authority, like a woman's virtue, once lost is hard to regain. The measures to break up an established pattern of abdication need to be much more severe than those required to stop the first steps in the corruption of authority. In the first place, a guard assigned to a cellblock in which a large portion of control has been transferred in the past from the correctional officer to the inmates is faced with the weight of precedent. It requires a good deal of moral courage on his part to face the gibes and aggression of inmates who fiercely defend the legitimacy of the status quo established by custom. In the second place, if the guard himself has allowed his authority to be subverted, he may find his attempts to rectify his error checked by a threat from the inmates to send a "snitch-kite"--an anonymous note--to the guard's superior officers explaining his past derelictions in detail. This simple form of blackmail may on occasion be sufficient to maintain the existing balance of power.

IV. The corruption of authority in the maximum security prison provides an illuminating example of the limits of totalitarian power. To view the inmate social system of an American prison as an organized expression of rebellion against totalitarianism is undoubtedly misleading in a number of ways. We must take into account the matrix of the democratic community in which the prison is embedded, the lack of a well-developed political ideology which serves as a focus of resistance, the lack of cohesiveness in the inmate population itself, the prison administrators' adherence to democratic beliefs and practices, etc. Nonetheless, the maximum security prison is confronted with many of the problems of a system of total, or almost total, power; and foremost among these problems is the transmutation of orders and standard operating procedures in the process of their execution, particularly at the point where authority flows across the line separating the rules from the ruled.

We do not know the extent of the corruption or destruction of the guard's authority and for rather obvious reasons such information would be difficult to obtain. There is enough evidence, however, to suggest that it is a chronic problem of prison administration. The pressures which tend to shift power from the hands of the guard to the hands of the inmates are often realized in fact and this raises a critical question: What are the implications of such a shift for the rehabilitation of the adult criminal? If we are correct in assuming that reformation depends on modifying those attitudes which neutralize the sanctions of society and its surrogates, it would appear that the corruption of the guard's authority makes the criminal still more unresponsive to legitimate social controls by encouraging the criminal in patterns of conniving, deception, and counterattacks against the normative order.

Insofar as the prison inmates manage to destroy the guard's role as an impersonal enforcer of the rules, the path is opened for a host of beliefs and attitudes which negate the approval or disapproval of legitimate society. When guards and inmates are enmeshed in a pattern of quasi-friendship and reciprocity, punishments by prison officials easily come to be interpreted as personal, vindictive attacks and thus lose their moral force. Similarly, rewards tend to be redefined as a "pay-off," an expedient product of a "deal," rather than social approval for conforming behavior. The guard, the dominant symbol of law-abiding society in the daily life of the prison inmate, becomes a figure to be manipulated, coerced, and hoodwinked. It seems likely, therefore, that a major barrier to the rehabilitation of the adult criminal in a maximum security prison is to be attributed not only to the "unnaturalness" of his social environment and the lack of scientifically tested therapeutic devices but also to the corruption of the guard's authority in maintaining custody and discipline. Since these functions have long been held to be opposed to the aim of reformation, it would appear that a profound reevaluation of the importance of these functions for the rehabilitation of the adult criminal is needed.

# The criminal justice system at the breaking point

Ronald I. Weiner

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*Why is the criminal justice system so ineffective against the mounting crime problem? Why does the system actually seem to heighten the problem? This is an analysis of the social and organizational factors that have strained the criminal justice system to the breaking point—to the point of irrelevance.*

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THE CRIMINAL JUSTICE SYSTEM in the United States is on the verge of collapse because of its inability to cope with the ever increasing rate of criminality. It has been estimated that by the year 2000 the number of crimes and offenders will reach a point of crisis beyond the system's ability to protect the community or return offenders to society as productive law-abiding citizens.<sup>1</sup> The federal government is putting forth a major effort to counteract what it calls the crime problem by making revenue-sharing funds available to state and local communities. However, most of these Law Enforcement Assistance Administration funds are nothing more than palliatives. They are intended to deal with major systemic problems even though these problems have not yet been adequately identified. Without proper diagnosis of the problems throughout the system, no real planning or effective programming can occur.

There are at least four major stress factors inherent in the system for the administration of justice, and together they affect the organizational matrix collectively responsible for the prevention and control of crime: police, prosecutors, courts, and corrections institutions. The stress factors are as follows: (1) conflicting ideologies, (2) planning deficiencies, (3) role ambiguities and conflicts, and (4) the failure to introduce sound managerial principles.

Any one of these factors is enough to cause stress on each of the organizations that make up the system. The collective pressure of these four factors, along with the inability of the system to come to grips with them, causes such a crisis that the criminal justice system may become irrelevant to the needs of society. It can even be argued that this crisis enhances the crime problem.

An analysis of these four stress-inducing factors should help clarify some of the major impediments to the society's achieving a more rational and scientific approach to crime control. At the same time, it will be useful to examine the effects these stress factors have on the various criminal justice agencies and on offenders, who constitute a client group.

## CONFLICTING IDEOLOGIES

There are a number of ways in which conflicting ideologies cause stress within the criminal justice system. The first derives from the conception of law itself. Ideally, law represents man's attempt to order society for the maximum benefit of everyone. Criminal law specifies the sanctions to be imposed for violations of norms of conduct. In this context, justice implies the regular and impartial administration of public rules of law. What happens, however, when a society and its agents of social control differ on the kinds of laws that require enforcement and also on who should be held responsible for violations? Unless these two questions are resolved, any attempt to define the sanctions society can impose remains grossly unfair and therefore unjust.

Quinney and Gordon argue that criminal law in the United States constitutes a means of regulating class interests by insuring that enforcement efforts are directed toward the regulation of the poor.<sup>2</sup> In their view, capitalism is the overriding system that requires the use of criminal law as an instrument for maintaining the status quo. Consequently, there is one kind of law for the rich, which adheres to a due process model, and another for the poor, which guarantees that the poor will be regulated through intensive enforcement efforts and punitive responses.<sup>3</sup>

The institutional stress engendered by this double standard is heightened by another form of ideological conflict—an increasing preoccupation with regulating public morality in matters that lack consensus. Police who have to enforce such laws, which include strictures on prostitution, gambling, drug usage, and homosexuality, are forced to cope with the strain this imposes on manpower resources that are needed for far more urgent purposes. Kadish refers to this as the "crisis of overcriminalization" and suggests that the strain caused on the criminal justice system by the enforcement of laws that, in the strict sense, lack a victim tends to hinder the system's ability to respond to more insidious crimes involving a clear danger to the

community by way of violence or a threat to property.<sup>4</sup>

The essence of this problem of over-criminalization is the failure of the criminal justice system to acknowledge what it can and cannot do and to communicate these limitations to the state legislators responsible for enacting criminal laws. According to Sherry, the reform of criminal law requires intelligent planning and an examination of the impact various social and legal processes have on society.<sup>5</sup> The difficulties involved in any such reform may be seen in the hue and cry that met reforms in the abortion laws. The clashes over abortion laws suggest how conflicting ideologies become involved when the law is used as an instrument of social control.

Drug abuse and addiction represent still another area in which conflicting ideologies are played out in the criminal justice system. The system continues to punish those possessing heroin privately while, at the same time, maintaining a vast alternative addiction delivery system in its methadone maintenance programs. This perplexing and somewhat contradictory situation exemplifies the system's inability to identify what it can reasonably handle or to develop meaningful reform of the criminal laws.

Another ideological dilemma causing stress on the criminal justice system is the unwillingness to reconcile two conflicting and contrary objectives—namely, punishment and rehabilitation. Why is it that this society inflicts punishment on the offender while simultaneously pretending to provide him with the services and resources necessary to help him to grow and to use his potential for constructive self-actualization? The problem here is logical and clear: a man cannot be brutally punished for his wrong deeds and then expected to trust the very system that in some ambiguous and coercive way says it wants to help him change.

Perhaps the problem lies in the absurdity of assuming that the offender can make the shift in perspective, even though not even the correctional system makes this shift successfully. Nevertheless, the correctional

system actively perpetuates the myth that it can really accomplish these multiple but contrary objectives. The reality, however, is that the system's competence lies solely in devising punitive measures and not in understanding the psychodynamics of human behavior or in changing behavior defined as deviant.

The number of offenders returning to the criminal justice system demonstrates the degree to which contemporary corrections has failed to accomplish the goal of rehabilitation. A return to the old penology, which was strictly limited to punishment and incapacitation without any illusion of helpfulness, would at least be an honest representation of what the system is actually capable of doing. Nevertheless, this is in no way intended to imply a cause-and-effect relationship between punishment and the prevention of further criminality; there is inadequate empirical evidence on this point.<sup>6</sup>

### MYTH OF REHABILITATION

A third area of ideological conflict has been identified by Lobenthal as "structural ambivalence."<sup>7</sup> In this form of conflict, which is specifically endemic to the field of corrections, correctional agencies perpetuate the rehabilitative myth as a means of organizational survival. At the same time, they are fully aware of the gross deficiencies in society that hinder their feeble attempts. Hence, a kind of conspiracy occurs involving the correctional agency, its workers, and the correctional client, with the net effect that the client becomes alienated and the worker becomes a kind of prostitute selling a tainted service. Lobenthal suggests the implications of the correctional system's collusion:

On the whole . . . [correctional agencies] have meekly accepted the role of being its patsy. If rehabilitation is not really a goal, they should not hawk its wares. But if it is a goal, though one that is undermined by inconsistencies within the legal operation, within society itself, and through the allocation of insufficient resources to their endeavors then they should actively identify and seek to remove

these obstacles, wherever they may be found.<sup>8</sup>

A fifth and somewhat related ideological source of organizational stress may be identified as a problem of boundaries in that the various organizational entities within the criminal justice system tend to act independently of each other and often at cross purposes. Correctional agencies buy into a philosophy that tends to isolate them from other parts of the criminal justice system, on the one hand, and from society at large on the other. More specifically, corrections accepts blindly the task of attempting to achieve the two contradictory goals of punishment and rehabilitation, and the other parts of the system are concerned only with determining guilt or innocence for purposes of protecting the social order. Consequently, corrections is caught in the middle between its sister agencies, which accept no part of the rehabilitation ideal and which often hinder any constructive effort to achieve such an objective. At the same time, the larger society often fails to provide such minimal resources as the jobs, training opportunities, and other services corrections needs if it is to be effective in assisting offenders.<sup>9</sup>

At the basis of this problem of boundaries is the failure of correctional agencies to link up with the other elements of the criminal justice system in defining rehabilitative goals and in obtaining shared commitments to achieve such goals. In the absence of a commitment on the part of the whole system to the task of helping offenders, the criminal justice system would be more effective if it were to stop pretending to direct any resources or effort toward rehabilitation and to turn this task back to the community, which is where it probably belongs anyway. As matters now stand, corrections serves as a kind of whipping boy for the other elements of the criminal justice system as well as for society at large.

In crime control and prevention, there are now proposals for a variety of approaches that would apply comprehensive planning to the criminal

justice system. The cost/benefit analysis, the systems approach, and the system-rate approach, which are associated, respectively, with Tropman and Gohlke, Howlett and Hurst, and Klein et al., are among the planning models now receiving attention.<sup>10</sup> What tends to be overlooked, however, is the critical issue for the criminal justice system, and that is the system's inability to plan in an intelligent manner what it wishes to accomplish. In part, this reflects the general difficulty involved in a society's achieving comprehensive planning in any respect. Mayer even suggests that comprehensive planning does not exist as a viable mechanism in society:

Planning requires some integrating principle, some overall set of goals and objectives. Obviously no such unity of function or consensus of purpose exists for society in all its aspects. In short, comprehensive planning is an impossibility.<sup>11</sup>

In the absence of a controlling rationale or some unified purpose, it is quite likely that various parts of the criminal justice system impair the ability of other parts to accomplish their objectives and that this is a major source of organizational stress.

Compounding these problems has been the tendency in criminal justice to plan from the perspective that a methodology exists that can solve the system's problems rather than from the more realistic perspective of the field's current knowledge base. This has made it necessary to find a scapegoat and to blame the system's troubles on politicians' failure to implement suggested programs. The result has been, as Newman and Turem suggest, a kind of crisis of accountability, which is in part a failure to realize that planning is always politicized:

One often hears complaints that political influence is diverting the good intentions of planners and practitioners. This sounds as if planners and practitioners have a rational and comprehensive approach to developing goals—and the means to achieve them—which politicians distort or pervert. Planners tend to ignore or to underrate political considerations, that is to say, the roles

of power and influence. They do not realize the extent to which the political process is a means for identifying and allocating social values and resources to achieve the ends that those values define.<sup>12</sup>

Even if it were possible to develop an approach that would adequately identify the goals, program needs, and appropriate means for accomplishing objectives in the criminal justice system, the inevitable limitations of public policy would still exist. Dye suggests several limitations. One is that "expectations may always outrace the capability of governments"; another contrasts interestingly with the position taken by Newman and Turem in the passage previously quoted:

The political system is not structured for completely rational decision making. The solution of societal problems generally implies a rational model, but government may not be capable of formulating policy in a rational fashion. Instead, the political system may reflect group interests, elite preferences, environmental forces, or incremental change, more than rationalism.<sup>13</sup>

Given these considerations, it is inevitable that planning deficiencies represent a major source of stress on the criminal justice system and that conflicting ideologies tend to distort and hinder planning efforts. Without adequate planning, what often occurs is that those responsible for administering public policy find themselves in role ambiguities and in conflict with one another. This produces stresses that are acted out in a number of different ways.

### AMBIGUITY AND CONFLICT

As is evident from the analysis of the impact planning deficiencies and conflicting ideologies have on the criminal justice system, the system accumulates stresses as it is forced to cope, on the one hand, with the need for change and with a need for maintaining traditional values on the other. Conflict and ambiguity naturally devolve upon those responsible for administering justice since they, no less than the

system itself, are caught between past and future values. Kahn et al. emphasize this point:

Conflict and ambiguity seem rather to be emergent problems arising from the demand for successful conformity under conditions of ceaseless and accelerating change. To the costly ideology of bureaucratic conformity is added the irony of conflicting and ambiguous directions.<sup>14</sup>

The problem of role conflict and ambiguity is most acute for correctional and law enforcement personnel, who spend more time actually involved with the offender than do officials anywhere else in the system. They are also the personnel who take the brunt of the community's criticism for the increasing crime rate and for problems related to recidivism. Why these two corrections groups willingly allow this public criticism to go unchallenged is not entirely clear. All too clear, however, is their willingness to react to the attendant stresses by shifting responsibility for their problems onto other criminal justice agencies, their own personnel, or the offender.

In 1971, for example, the Police Department in the District of Columbia criticized the district's Department of Corrections for locating halfway houses throughout the city. The Police Department's public position was that the Department of Corrections had failed to provide adequate supervision and had established faulty procedures for selecting which inmates would be admitted to the halfway-house program. Actually, the Police Department was responding to community pressures that were mounting because of the department's failure to solve a series of murders involving six young black females.

Community indignation and press coverage were causing considerable stress for the police, and their response was to develop a campaign directed against the Department of Corrections' community correctional program to shift attention off themselves and blame the Department of Corrections for the "murder menace." Open warfare between these two

criminal justice agencies finally led to a moratorium on the expansion of the halfway-house program and the replacement of an enlightened correctional administration with a more repressive one.

The essential dynamic that this example helps to point out is the defensive mechanism used by one organization to transfer the stress it experiences to another organization. Lipsky suggests that street-level bureaucrats, in response to this kind of stress, often tend to

... find the validity of their simplifications and routines confirmed by selective perception of the evidence. Not only do the self-fulfilling prophecies mentioned earlier confirm these operations, but street-level bureaucrats also affirm their judgments because they depend upon the routines that offer a measure of security and because they are unfamiliar with alternative procedures which might free them to act differently.<sup>15</sup>

External pressures leading to organizational stress are thus responsible for causing role conflict and ambiguity among criminal justice personnel. Takagi suggests that correctional personnel also tend to find themselves caught between administrative and professional imperatives. This often involves the necessity of adapting to administrative requirements that are contrary to the needs of offenders. As Takagi states:

One source of conflict is the practice of holding a worker responsible for an offender's behavior, even when the worker has little influence or control over it. Another is trying to comply with requests of law enforcement agencies, requests which may be at odds with the best interests of the offender.<sup>16</sup>

Takagi views this problem as a failure to integrate administrative and professional roles and to recognize that organizational demands often override the professional's commitment to the immediate needs of an individual offender.

This point about the necessity of reconciling the offender's interest with those of an administrative system is related to another stress-producing

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*"The problem is logical and clear: a man cannot be brutally punished for his wrong deeds and then expected to trust the very system that in some ambiguous and coercive way says it wants to help him change."*

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ambiguity. Many criminal justice personnel are locked into the advocacy model of the legal profession, which is neither useful nor desirable as a model for correctional workers. More specifically, law enforcement and correctional personnel have adopted the legal profession as their role model instead of developing a distinct body of knowledge, code of ethics, and mechanism of self-regulation that would help clarify their own professional identities.

Law enforcement and correctional personnel are, in this respect, like stepchildren of the legal profession. Correctional workers experience this problem most severely since their version of this ambiguity involves still another twist: they have also adopted a clinical-medical model in shaping their rehabilitative ideal and are consequently split between knowing whether to restrain and control or treat and help. What often results from this particular conflict and ambiguity is, according to Hall et al., a kind of self-punishment and demoralization.

For many correctional workers, the role conflict which results from the perceived discrepancy between the protection and rehabilitation components of correctional objectives has proved to be virtually immobilizing and the tendency has become one of dichotomizing the goals so that they might be dealt with as two separate issues.<sup>17</sup>

#### RULE OF THUMB

One of the most prevalent organizational problems confronting the administration of justice system is its failure to introduce and implement sound managerial and administrative practices. For all intents and purposes, criminal justice agencies can be said to operate by "rule of thumb" in the sense coined by Taylor—that is, they operate without any scientific base for

rational decision-making. Taylor advocated the principle of the assigned task as the "single most important element in modern scientific management."<sup>18</sup>

The rule-of-thumb approach, as described by Taylor, leaves the decisions about tasks and procedures up to the workers themselves without first studying the best or most appropriate methods to perform the various tasks. This approach has taken hold in most criminal justice agencies as a result of workers' moving into administrative positions without having any real knowledge of organizational theory or the principles of management. Ash and Worthley provide some insight into this problem:

In this context, a lack of professional administrative-managerial consciousness within criminal justice systems is conspicuous. Rather than recruit or train administrative specialists, criminal justice systems generally have maintained traditional personnel patterns in which professional law enforcement officials, correctional workers, and court clerks enter the system at low levels and progress to administrative positions at mid and upper echelons.<sup>19</sup>

What has happened is that, in the absence of even moderate administrative proficiency, the criminal justice system has fragmented itself into a series of totally unrelated processes and departments, none of which have any sense of purpose or direction in terms of ultimate aims or accomplishments.

In one sense criminal justice agencies are overadministered; they are highly bureaucratic with endless procedures and rules designed for internal efficiency and not for performance. Drucker suggests that service institutions, like criminal justice organizations, do not

... suffer from having too few administrators; most of them are over-



administered, and suffer from a surplus of procedures, organization charts, and management techniques. What now has to be learned—it is still largely lacking—is to manage service institutions for performance.<sup>20</sup>

Perhaps one of the most urgent needs confronting the criminal justice system is for up-to-date managerial systems to replace its bureaucratic paramilitary structures. Managerial and administrative knowledge has not been introduced to the leadership responsible for the day-to-day operations of most criminal justice agencies. What has emerged in most agencies is a pattern of management by crisis without any clear and systematic plan for change.

The time has come for changing the character and spirit of the criminal justice agencies so that they more adequately reflect principles of justice. This will require introducing new managerial talent throughout the system and vesting it with responsibility for planning, programming, and budgeting analysis. There is a precedent for such managerial reform in the new form of management that has been brought into the courts. Highly trained court administrators are replacing court clerks and implementing such sound administrative practices as organizational development programs, management-by-objective programs, job-enrichment programs, and other models designed to help organizations adapt to new conditions.

Unless the criminal justice system can move away from its present rigid bureaucratic models and from the values that dehumanize the staff and clients of criminal justice agencies, the system is doomed to moral obsolescence. Bennis suggests the consequences of maintaining the present administrative structures and value systems:

These values, basically impersonal, task oriented, and denying humanistic values, lead to poor, shallow, and mistrustful relationships. They are "phony," nonauthentic relationships and basically incomplete, i.e., they do not permit the natural and free expression of feelings. These nonauthentic relationships lead to decreased interpersonal competence. Without interper-

sonal competence or a "psychologically safe" environment the organization is a breeding ground for mistrust, intergroup conflict and rigidity, which in turn lead to a decrease in organizational success in problem solving.<sup>21</sup>

### CONSEQUENCES OF STRESS

The full range of consequences possible from the various stresses within the criminal justice system is too large to be dealt with in this article. However, a few consequences that have critical effects on criminal justice personnel, on offenders, and, in particular, on the community will be mentioned for purposes of advancing future research.

Criminal justice personnel have taken on the role of social and occupational isolates. They are used by the larger society, which neither respects them nor helps them improve their prestige or status. The problem is most acute for the police, who have acquired the status of pariahs and are hated and shunned for what the larger society regards as their crudeness.<sup>22</sup> With limited training, poor standards for recruitment, and practically no operational definition of the specific tasks they must perform, police officers in particular, but correctional personnel as well, develop feelings of self-hate and of tremendous resentment toward their employing institutions. They blame these institutions for failing to help them acquire competence in handling the uncertainties of their jobs.<sup>23</sup>

Many of the stresses experienced by police and correctional workers are transmitted down to them from their employing organizations. These personnel continually face a contraction of their own authority and a tightening of administrative rules, which nonetheless fail to protect them. At the same time, these employees frequently find themselves sacrificed for the good of the organization. In the face of such adversity, the personnel begin to adopt a perspective that is characterized by what Gordon has called the "garrison mentality."<sup>24</sup> This perspective tends to dehumanize both offenders and community residents as a means of displacing the anger these personnel feel toward

their organizations. The employees come to interpret any criticism of their approach to dealing with clients as ignorant or inaccurate.

Consequently, in response to stresses passed down to them from their bureaucratic structures, criminal justice personnel tend to develop certain perspectives that effectively shield them from recognizing that they are perpetuating the very problems they are responsible for preventing. Lipsky identifies two ways in which this occurs:

... [by] perceiving their clients as fully responsible for their actions—as do some policemen, mental health workers, and welfare workers—[bureaucrats] may absolve themselves from contributing to the perpetuation of problems.

On the other hand, attributing clients' performance to cultural or societal factors beyond the scope of human intervention also works to absolve bureaucrats from responsibility for clients' future. . . . Meanwhile both modes of perception function to trivialize the bureaucratic-client interaction, at the expense of responsibility.<sup>25</sup>

Offenders are frequently scapegoated, and inner-city residents become the targets of selective law enforcement designed to perpetuate class interests and the status quo.<sup>26</sup>

What is beginning to emerge as a result of these and other inequities is the revolt of the client. This, of course, is particularly evident in prison settings and in inner-city communities, where individual incidents are frequently triggered by police or corrections practices, by school procedures, and by welfare policies. Haug and Sussman believe that involuntary clients are rejecting both the professional and administrative authority of bureaucratic delivery systems:

... the clients are rejecting these two aspects of professional power, and are in revolt against both the practitioner's work autonomy and his organizational authority in the role of the administrator. This revolt is in a new dimension because it is a group rather than a personal rejection phenomenon. Heretofore clients evaded constraints by manipulation of the system, or by leaving it altogether. Now-

adays individual clients do not drop out; they get together, sit in, and confront the functionaries of service organizations. The critical difference is that client counteractions are now social, and organized.<sup>27</sup>

Prison work stoppages and sit-ins demonstrate the efficacy of the client revolt. The demands for "prisoners rights" and for community control of the police, the schools, and welfare organizations demonstrate the current crisis facing human service bureaucracies. The increased solidarity within the black community and that community's refusal to give deference to authority generate a new threat to criminal justice agencies. In response, criminal justice personnel, particularly when their fragile authority is challenged by groups heretofore designated as "worthless," commonly invoke race-oriented simplification to counter their own feelings of inadequacy. Lipsky indicates the results of such a process:

The greater the tensions and the images of conflict in the minds of street-level bureaucrats, the more likely they will be to invoke the simplifications they think will provide them with a measure of protection in their work. The increase in discrimination under tension occurs above and beyond the more overtly discriminatory attitudes that are sanctioned by the larger community and society.<sup>28</sup>

The danger of this "client revolt" and "garrison mentality" is a "strain towards irrelevance," whereby human service organizations "under conditions of high stress, stemming from lowered resources or increased environmental turbulence," sanction the rejection of all activities that might involve any risk to the organization or its employees. "Under these conditions the human services have become no-risk, no-return systems."<sup>29</sup>

Research efforts directed toward an understanding and amelioration of the stress factors cited in this article represent a challenge to our society. Only if the society accepts this challenge, can it stem the rising tide of crime. A failure to do so would result in the realization of Harshbarger's warning:

For, at some point in time a strain towards irrelevance ceases to be just a strain in an organization; rather it becomes a basic part of the character of an organization and organizational systems.<sup>30</sup>

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# Court decisions and the social services

Frank M. Johnson, Jr.

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*Decisions in federal courts are increasingly affecting the delivery of social services in state mental and penal institutions. How did the courts get involved? How do their decisions help? Here is a discussion of these issues by the federal judge responsible for the landmark Wyatt v. Stickney decision.*

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IN RECENT YEARS the federal courts have been increasingly concerned with political decisions, made by state and national governmental bodies, that determine which social services will be provided for citizens and how they will be distributed. Perhaps this development is not surprising. As de Tocqueville observed when he visited the United States in 1831, all American problems eventually end up in a court of law. But even de Tocqueville and certainly the Founding Fathers would be astonished to survey the growing list of fundamental social problems that are now presented to the federal courts for adjudication. The federal courts in Alabama have been called upon to decide—and have reluctantly decided—such basic questions as how to make available equal quality public education to all the children of the state; what steps must be taken to ensure that all Alabama's citizens are permitted to serve on juries, to vote, and to have their votes counted equally; under what conditions criminal offenders may be incarcerated; and what minimal standards of care and treatment must be provided for the mentally ill and mentally retarded committed to the custody of the state.

The federal courts have been reluctant to provide solutions to these most compelling problems for at least three important reasons. First, American democracy owes much of its philosophical foundation to the ideas and theories of the eighteenth-century French philosophers, especially to their insistence on a government whose powers are separate and distinct. Montesquieu explained the principle as follows:

[T]here is no liberty, if the judiciary power be not separated from the legislative and executive. Were it joined with the legislative, the life and liberty of the subject would be exposed to arbitrary control; for the judge would be then the legislator. Were it joined to the executive power, the judge might behave with violence and oppression.

There would be an end of everything, were the same man or the same body, whether of the nobles or of the people to exercise those three powers, that of

enacting laws, that of executing the public resolutions, and that of trying the causes of individuals.<sup>1</sup>

To the extent that the courts are requested to look to the future and to change existing conditions by making new rules, rather than merely to enforce liabilities as they stand on present or past facts and under existing laws, the courts become vulnerable to the charge of usurping the authority of the legislative or the executive branch.

Second, this country's Constitution and laws are quite clear in limiting the power of the federal courts to participate in the essentially political affairs of our society. The Tenth Amendment unmistakably commands that any power not delegated to the United States or to a particular branch of the federal government is reserved to the individual states or to the people. With reference to the provision of social services, the Tenth Amendment is especially important.

Ever since the founding of this republic, certain governmental functions have been deemed primarily, if not exclusively, state functions. Among these are public education, maintenance of state and local penal institutions, domestic relations, and provision for the poor, homeless, aged, and infirm. Other specific statutory limitations on the jurisdiction of the federal courts emphasize the delicate interweaving of state and national interest and authority by designating the federal courts as courts of limited jurisdiction—that is, to get into a federal court at all, a plaintiff must fit within one or more of the several narrowly defined categories of persons whose claims may be recognized in a federal rather than a state court.

The third reason is that federal judges are properly hesitant to make decisions that call for the exercise of political judgment or that require an expertise they lack. A judge's professional training is in the law, not in sociology, medicine, science, penology, or public administration. Ideally, all decisions as to allocation of resources would be made by elected officials; all medical decisions would be made by physicians; all technological decisions

would be made by scientists; and all educational decisions would be made by educators.

But occasionally this ideal system breaks down—most notably when the actions or failures to act by the persons to whom these responsibilities are primarily entrusted do not fall within the bounds of discretion that the Constitution and laws permit. When such situations are properly and formally presented in a court of law, it becomes the responsibility of the judiciary—and increasingly the federal judiciary—to ensure that the Constitution and laws of the United States remain, in fact as well as in theory, the supreme law of the land.

### FEDERAL INTERVENTION

Many examples come to mind of occasions when federal intervention has been necessary to extend the protections of the Constitution in the face of the intransigent and unremitting opposition of state officials who have neglected or refused to correct unlawful practices of state government. Federal courts in Alabama alone have ordered the desegregation of mental institutions,<sup>2</sup> penal facilities,<sup>3</sup> public parks,<sup>4</sup> city buses,<sup>5</sup> interstate and intrastate buses and bus terminal facilities,<sup>6</sup> airport terminal facilities,<sup>7</sup> and public libraries and museums.<sup>8</sup> The history of the desegregation of Alabama's public schools and the extension of equal educational opportunities to all the state's children has been a story of persistent and continuing federal court intervention and monitoring to overcome the threats and violence of extremists attempting to inhibit school desegregation.<sup>9</sup> It has also been necessary for federal courts to render invalid attempts by local and state officials to thwart the orderly and efficient resolution of a complicated social problem.<sup>10</sup>

As difficult as these problems have been for courts to resolve, they have been easier in many ways than the problems they now confront. The lawsuits that are the principal objects of this discussion focus attention on state institutions for the custody and control of citizens who are unable or un-

willing to function in a self-sustaining capacity. Such cases are ordinarily brought as class actions, and their purpose is to adjudicate the rights and responsibilities of large numbers of persons similarly situated with respect to the abuses alleged. Consequently, any decisions by the court have wide-ranging effects and are of momentous importance, whether relief is granted or denied.

Frequent targets of class actions are state prisons and jail facilities. In recent years, federal courts in Massachusetts,<sup>11</sup> Maryland,<sup>12</sup> Arkansas,<sup>13</sup> and Mississippi,<sup>14</sup> to name but a few, have been forced to declare unconstitutional entire penological systems whose conditions have been found to be so intolerable and inhumane that confinement itself amounts to cruel and unusual punishment, which is proscribed by the Eighth Amendment to the Constitution. By similar reasoning, the incarceration maintained by the Texas Youth Council has been found by a federal court to be so fraught with brutality and indifference as to be unconstitutional.<sup>15</sup>

The remedies devised by these courts to correct the situations they have found have been imaginative. They have also been sensitive to the real, but not the imagined, limitations imposed on state correctional officials by the meager sums appropriated by state legislators who can anticipate few, if any, political rewards for supporting the improvement of prison conditions. In some instances, entire facilities have been ordered closed and abandoned. In others, substantial improvements in facilities and services have been required as a precondition to the continued confinement of inmates. And in some cases, the courts have worked diligently with all the parties to formulate workable and reasonable guidelines and standards by which the acceptability of prison conditions is to be measured.

The relative frequency with which the courts are currently handing down such decisions suggests to many that federal judges are becoming more aggressive in their willingness to grant relief in lawsuits challenging prison conditions. So considerable are the

time, energy, and thought necessitated by any decision concerning prison conditions that it is doubtful that any judge would relish his involvement in such a controversy or enter a decree unless the law plainly required him to do so.

### RIGHTS IN PRISON

It is a well-settled rule in this judicial circuit, the Fifth Circuit of Alabama, that federal courts do not sit to supervise prisons or to interfere with their internal operation and administration. But it is likewise true that inmates do not lose all their constitutional rights and privileges because they are incarcerated for the conviction of criminal offenses. Whenever a prison is operated in a manner violative of rights secured to an inmate by the Constitution of the United States, it is the solemn duty of the court to step between prison and prisoner and to restore to him the rights of which he has been wrongfully deprived.

Such a situation was forcefully presented in a lawsuit tried before the author in 1972. The suit challenged the constitutional sufficiency of medical care available to prisoners in the Alabama penal system. The evidence in that case, *Newman v. State of Alabama*, convincingly demonstrated that inmates were on occasion intentionally denied the right to be examined by a physician or to be treated by trained medical personnel; medicine and other treatments prescribed by physicians were routinely withheld; untrained inmates were serving as ward attendants and X-ray, laboratory, and dental technicians; rags were used as bandages; ambulance oxygen tanks remained empty for long periods of time; and unsupervised inmates without formal training pulled teeth, gave injections, sutured, and performed minor surgery. Evidence was also introduced that showed that death from gross neglect and totally inadequate treatment was not unusual.

A 19-year-old with an extremely high fever, who had been diagnosed as having acute pneumonia, was left unsupervised and allowed to take cold showers at will during the two days

before his death. A quadriplegic with bed sores infested with maggots was bathed only once and had his bandages changed only once in the month before his death. An inmate who could not eat received no nourishment at all for the three days prior to his death even though intravenous feeding had been ordered by his doctor. And a geriatric inmate who had suffered a stroke was made to sit each day on a wooden bench so that he would not soil his bed; he frequently fell onto the floor; his legs became swollen from a lack of circulation necessitating the amputation of a leg the day before his death.

Based on the virtually uncontradicted evidence presented at trial, the court entered a comprehensive order designed to remedy each specific abuse proved at trial and to set up additional safeguards so that the medical program in Alabama prisons is never again as inadequate as it has been in the past.<sup>16</sup> The state was ordered to bring the general hospital at the prison's Medical and Diagnostic Center up to the minimum standards provided in the United States Department of Health, Education and Welfare's 1972 revised regulations for participation of hospitals in the medicare program. The Alabama State Board of Health was ordered to make regular and periodic inspections for general sanitation in all medical and food-processing facilities in the prison system. Of particular importance is the requirement in the court's decree that all inmates receive physical examinations by a physician at regular intervals of not more than two years.

#### WYATT V. STICKNEY

The most comprehensive order yet entered by the author concerning the operation and management of state institutions related to facilities maintained by the Department of Mental Health for the mentally ill and mentally retarded. The case of *Wyatt v. Stickney* was brought as a class action in behalf of all patients involuntarily confined at Bryce Hospital in Tuscaloosa, Alabama.<sup>17</sup> The purpose of the case was to establish the minimum

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*"The courts do have a limited role to play in assuring that those in need of state assistance receive adequate and compassionate care, . . . just as it has been the duty of the judiciary to protect the equal rights of all citizens without regard to race, sex, or wealth. . . ."*

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standards of care and treatment to which the patients were entitled under the United States Constitution. Patients at Searcy Hospital in the south of Alabama at Mount Vernon and residents at the Partlow State School and Hospital in Tuscaloosa were added as plaintiffs in the lawsuit, necessitating a comprehensive inquiry into the entire mental health and retardation treatment and habilitation program in Alabama.

The evidence presented at trial showed that Bryce Hospital, built in the 1850s and housing more than five thousand patients, was grossly overcrowded. Of these five thousand persons, all ostensibly committed to Bryce for treatment of mental illness, about sixteen hundred or one-third were geriatrics neither in need of nor receiving any treatment for mental illness. Another one thousand or more of those confined at Bryce were mentally retarded rather than mentally ill. To serve these 5,000 patients, there was a total staff of approximately sixteen hundred, only a small percentage of whom were professionally trained. There were only three medical doctors with psychiatric training, one Ph.D. psychologist, and two social workers having master's degrees in social work. The evidence indicated that the general living conditions and lack of individualized treatment programs were as intolerable and deplorable as the state's ranking fiftieth among the states in per-patient expenditures would suggest. For example, less than fifty cents was spent per patient each day for food.

The evidence concerning Partlow State School and Hospital was, if anything, even more dramatic than the evidence relating to Bryce or Searcy. Conditions were shown to be so dangerous, in fact, that the court was

compelled to issue an interim emergency order requiring Partlow officials to take immediate steps, even before a final order could be entered, to protect the lives and safety of the residents. According to the testimony of the associate commissioner for mental retardation of the Alabama Department of Mental Health, Partlow was 60 percent overcrowded. He also testified that at least three hundred residents could be discharged immediately, although the school had not undertaken to do so, and that 70 percent of the residents should never have been committed at all.

The conclusion that Partlow was failing to provide constitutionally adequate care and habilitation for its residents was inescapable. The evidence reflected that one resident had been scalded to death in one of the bath facilities by water hosed on him by a fellow resident. Another died from the insertion of a running water-hose into his rectum by a working resident who was cleaning him. One resident died when soapy water was forced into his mouth and another of a self-administered overdose of drugs that had been inadequately stored. Another resident had been restrained in a straitjacket for nine years to prevent him from sucking his hands and fingers. The facilities at Partlow were variously described as "barbaric" and "primitive." There was no place for some residents to sit to eat a meal, and coffee cans were used for toilets in some areas of the institution.

Except for the issuance of the interim emergency order designed to eliminate hazardous conditions at Partlow immediately, the court at first declined to devise specific steps to be taken to improve existing conditions in Alabama's mental health and retardation facilities. Instead, the De-

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*"The most abundantly funded prison or mental health system imaginable will fail in its purpose if those who are responsible for delivering the personal services fail to act with dedication and compassion."*

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partment of Mental Health was ordered to devise its own plan for bringing the system up to constitutional standards. It was only after two deadlines had passed during which acceptable progress had not been made that the court itself, relying on the proposals of counsel for all parties and amici curiae, set forth the minimal constitutional standards of care, treatment, and habilitation for which the case of *Wyatt v. Stickney* is known.

A key enforcement provision of the *Wyatt v. Stickney* order was the establishment by the court of a human rights committee for each institution. The committees were instructed to monitor compliance with the court order, to engage in a continuing, constructive dialogue with mental health officials regarding the quality of care, and to provide some organized community input into the institutional decision-making process. A number of private citizens from all walks of life, alike only in their abiding and relentless determination that the state's mental health facilities can and must become humane and therapeutic places, agreed to serve as members of these committees and devoted much time and energy to their duties.

Each committee meets regularly to discuss with one another and with members of the hospital staff, the Department of Mental Health, and other interested persons the problems they have discovered and the steps to be taken to remedy them. In many cases, communication with the hospital staff has resulted in the elimination of the problem; in other cases, more extensive action has been necessary, including the committee's reporting directly to the court that a violation of the *Wyatt v. Stickney* order is occurring. When such reports have been made, the institution has been given an opportunity to respond, and appropriate remedial steps have been taken.

The human rights committees have performed their functions as arms of the court so well that they have served as models for other citizen groups appointed for special purposes relating to activities at Bryce, Searcy, and Partlow. Recently, extraordinary treatment committees have been established at Bryce and Searcy. Their purpose has been to ensure that unusual and potentially hazardous forms of treatment are employed only in limited and well-defined situations and only if specific and detailed steps have been taken to safeguard the patient's safety, dignity, and right to be free from unconsented treatment. Similarly, a sterilization review committee has been in operation at Partlow for over a year. Its task has been to make certain that residents are sterilized only in cases of medical necessity, not for eugenic, control, or punitive purposes. Even when the medical necessity has been established, the sterilization is performed only after full constitutional protections have been accorded to the individual involved.

### THE DECISION'S IMPACT

It has been about three years since the comprehensive order was entered in *Wyatt v. Stickney*. Despite the periodic indications that have come to the author's attention that inadequacies of care and violations of the court are not uncommon, it is clear to all concerned that the *Wyatt v. Stickney* case has, in fact, had a significant impact on the quality of life experienced by the persons confined to Bryce, Searcy, Partlow, and the various community-based facilities operated by the Alabama Department of Mental Health.

The patient population at Bryce, for example, is now a more manageable 2,100—a 60 percent reduction from the 1972 total of over 5,000. In 1974 alone, approximately 438 pa-

tients were transferred to community-based facilities more suitable to their needs and less restrictive of their liberties. Three hundred and twelve of these patients were placed in nursing homes, and reliable estimates suggest that at least 500 additional patients now at Bryce are awaiting nursing home vacancies. Many patients who are actually retarded rather than mentally ill are now being cared for and trained at Partlow or at community-based mental retardation facilities. Each patient admitted to Bryce now receives, within forty-eight hours of his entry, complete physical and mental examinations to diagnose his illnesses and to minimize the possibility that a classification error will cause him to spend years at Bryce even though he is not mentally ill.

The recent decision of the three-judge federal court in the case of *Lynch v. Baxley* should eliminate much of the chance of future overcrowding and admission of patients not in need of institutionalization. By the terms of that decision, no person may be involuntarily committed to a mental hospital unless it has been proved in a probate court hearing at which he is present and represented by counsel that he suffers from a mental illness, that he poses a real and present threat of harm to himself or to others, that this danger has been evidenced by a recent overt act, that treatment is available for his illness, and that the proposed commitment is the least restrictive treatment necessary and available for his illness.

No longer will Alabama's mental hospitals be invisible depositories for the eccentric, those with aberrational behavior, or those whose families would simply rather not be bothered. Nevertheless, the task at Bryce, Searcy, and Partlow has only just begun. Alabama's state institutions still do not provide a humane psychological and physical environment. Nor do they employ qualified staff in numbers sufficient to administer adequate treatment and habilitation for each patient and resident. Even if it were possible to claim these objectives as accomplishments, it would not necessarily mean that the institutions were

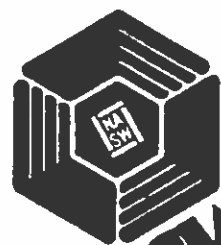
providing the quality of care on an individual basis that every informed person knows is right and would expect to receive if he were to become dependent on people other than his family for care, affection, and life's other necessities.

## ROLE OF SOCIAL SERVICES

In the final analysis the courts and the law do have a limited role to play in assuring that those in need of state assistance are able to maintain their dignity and receive adequate and compassionate care. When manifest constitutional violations are proved, it is the duty of the federal judiciary—just as it has been the duty of the judiciary to protect the equal rights of all citizens without regard to race, sex, or wealth—to invoke and require adherence to the Constitution of the United States.

However, unlike voter registration or school desegregation or equal access to public facilities, no court order can permanently accomplish the ultimate and only real purpose of litigation over the provision of social services: fair, adequate, and humanitarian treatment. That goal is and will remain the primary responsibility of those professionals who have been trained and have chosen to serve those in need of their particular knowledge and skills. The quality of service that social work professionals render is the crucial determinant of the quality of service received by their clients.

The most abundantly funded prison or mental health system imaginable will fail in its purpose if those responsible for delivering the personal services fail to act with dedication and compassion. Without that determination, cooperation, and pursuit of excellence, many citizens will be condemned to live their lives in brutal, indifferent, and regressive surroundings. But with the perseverance and attentive concern of social service providers, significant numbers of the mentally ill and retarded will lead productive, self-sustaining lives in a free society, and the others will live in comfort and peace, free from want, fear, official neglect, or abuse.



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## NOTES AND REFERENCES

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INMATE ASSISTANCE QUESTIONNAIRE

NAPA COUNTY DEPARTMENT OF CORRECTIONS

During the period you are detained at the Napa County Adult Detention Center you may find you want assistance in making contact with community agencies for your own needs or the needs of your family.

The Community Justice Program of the Volunteer Center of Napa County provides coordination services to help keep you in contact with the community and your family. In order for the Volunteer Center to help you, please fill out this form to indicate what type assistance you feel you need and give the form to a correctional officer. A representative of the Community Justice Program will then contact you.

A. NAME: \_\_\_\_\_ DATE \_\_\_\_/\_\_\_\_/\_\_\_\_

COUNSELING: Are you interested in receiving counseling in any of the following areas?

- |                  |                                  |
|------------------|----------------------------------|
| 1. Drug _____    | 3. Family _____                  |
| 2. Alcohol _____ | 4. Other personal problems _____ |

Have you had previous contact with a counseling agency? Yes \_\_\_\_\_ No \_\_\_\_\_

Which Agency? \_\_\_\_\_ When? \_\_\_\_\_

B. EDUCATION/VOCATIONAL: Are you interested in any of the following?

- |   |   |
|---|---|
| 1. Job Skills Development _____           | 5. Educational Testing and Counseling _____ |
| 2. Employment Development _____           | 6. Vocational Testing and Counseling _____  |
| 3. Enrollment in Education _____          | 7. Other (Specify) _____                    |
| 4. Contact with employer or teacher _____ |   |

Are you a Veteran? Yes \_\_\_\_\_ No \_\_\_\_\_ Are you employed? Yes \_\_\_\_\_ (Type \_\_\_\_\_)  
No \_\_\_\_\_

Are you enrolled in education? Yes \_\_\_\_\_ (Where? \_\_\_\_\_) No \_\_\_\_\_

C. HOUSING

1. Will you need a place to stay when released? Yes \_\_\_\_\_ No \_\_\_\_\_
2. Do you need assistance in maintaining your present housing while incarcerated? Yes \_\_\_\_\_ No \_\_\_\_\_
3. Other housing problems (Specify) : \_\_\_\_\_

D. FAMILY

1. Contact with family members other than regular visiting.

Yes \_\_\_\_ No \_\_\_\_

2. Family needs/problems that require immediate assistance. \_\_\_\_\_

3. Child services. \_\_\_\_\_

4. Other. \_\_\_\_\_

E. RELIGIOUS

Are you interested in contact with a:

1. Priest \_\_\_\_

3. Rabbi \_\_\_\_

2. Minister \_\_\_\_

4. Other \_\_\_\_

If you want to attend group religious services, please indicate the denomination.

\_\_\_\_\_  
Other religious interests \_\_\_\_\_

F. OTHER

If you have need for services other than those listed above please specify.

\_\_\_\_\_

\_\_\_\_\_

G. INTERVIEWER'S COMMENTS: (Date seen: \_\_\_\_/\_\_\_\_/\_\_\_\_)

ACTION PLAN

# OFFENDER NEEDS ASSESSMENT MATRIX

— Indicate the % of Offenders in Each Need Level Category —

OFFENDER NEEDS	HIGH	MEDIUM	LOW
Employment Training			
Skill/Vocational Training			
Job Placement			
Purchase Tools			
GED/H.S. Diploma			
Learn to Read			
Start College			
Get a Better Job			
Alcohol Abuse			
Drug Abuse			
Mental Health			
Family Planning			
Housing Upon Leaving			
Financial Assistance			
Transportation Upon Leaving			
Social Security Card			
Eye Glasses			
Obtain Driver's License			
See a Doctor			
See a Dentist			
Lose Weight			
Gain Weight			
Support Children/Family			
Learn to Handle Money Better			
Make Payments On Bills			

OFFENDER NEEDS	HIGH	MEDIUM	LOW
Save Money			
Work Out Problems With Spouse			
Pay a Fine			
See a Lawyer			
See a Probation Officer			
Join the Armed Services			
Learn About GI Bill			
Other (Specify)			

# JAIL RESOURCE MATRIX

— Rank Existing Services in Your Jail —

JAIL RESOURCES	ADEQUATE	FAIR	INADEQUATE
<u>Medical Service</u>			
<u>Psychiatric Service</u>			
<u>Recreation - Indoor</u>			
<u>Recreation - Outdoor</u>			
<u>Leisure Time Activities</u>			
<u>General Library</u>			
<u>Law Library</u>			
<u>Educational Programs</u>			
<u>Visiting Opportunities</u>			
<u>Telephone Opportunities</u>			
<u>Food Service</u>			
<u>Laundry</u>			
<u>Sanitation Supplies</u>			
<u>Casework Services</u>			
<u>Religious Services</u>			
<u>Education Release Program</u>			
<u>Work Release Program</u>			
<u>Diversion Program</u>			
<u>Classification Program</u>			
<u>Inmate Rulebook</u>			
<u>Staff Training/Development</u>			
<u>Policy &amp; Procedures Manual</u>			
<u>Opportunity for Staff Advancement</u>			

