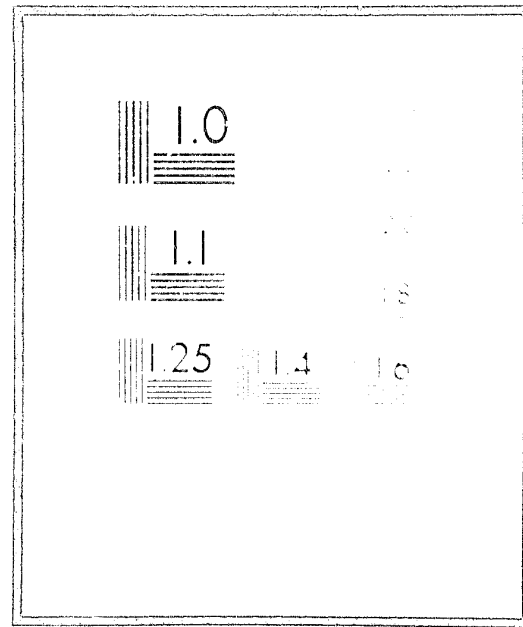


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A LEARNING EXPERIMENT IN CORRECTIONAL PSYCHOLOGY:

Observations from Visits to Agencies and
Associations in Justice and Psychology in
Greater Washington, D. C.

November, 1973

Edited by

LAURENCE CLIFTON



CENTER FOR CORRECTIONAL PSYCHOLOGY
DEPARTMENT OF PSYCHOLOGY
THE UNIVERSITY OF ALABAMA

Report Number 12

May, 1974

A LEARNING EXPERIENCE IN CORRECTIONAL PSYCHOLOGY:

Observations From Visits to Agencies and Associations
in Justice and Psychology in Greater
Washington, D.C., November, 1973.

Laurence Clifton, Editor

Report Number 12
Center for Correctional Psychology
Department of Psychology
The University of Alabama

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INTRODUCTION

Stan Brodsky and Chuck Owens have some grandiose notions about teaching. For example, in the autumn of 1973, they teamed up to conduct a seminar on corrections, and buried among the requirements for the course was a voluntary field experience in Washington, D.C. How voluntary it was can still be argued, but the purpose may never be known. What Stan and Chuck had in mind was a heavy schedule of conferences with a number of the key people in those public agencies and institutions and private organizations, whose activities would be of considerable interest and benefit to students of correctional psychology. What the class had in mind was to take the opportunity to absorb the magnificence of the city, the cultural wealth of its museums and theaters, and the fine cuisine of its renowned restaurants. Well, a compromise of sorts was made; the final itinerary appeared as follows:

Monday, November 5th:
all day: Patuxent Institution

Tuesday, November 6th:
morning: United States Bureau of Prisons
afternoon: American Correctional Association

Wednesday, November 7th:
all day: National Institute of Mental Health/
Center for Studies of Crime and
Delinquency

Thursday, November 8th:
morning: American Psychological Association
afternoon: American Bar Association/
Commission on Correctional
Facilities and Services

Friday, November 9th:
all day: National Institute of Law Enforcement
and Criminal Justice

One other aspect of the experience perhaps ought to be mentioned: the students' accommodations at Hartnett Hall. On second thought, maybe it wouldn't be such a good idea to expose the place here. Nevertheless, those who had the privilege to experience both Hartnett Hall and the daily conferences were Molly Brooms, Larry Clifton, Brad Fisher, Robin Ingalls, Mary Lyn Pike, Jerry Pollard, Marianne Rosenzweig, Bob Seals, Linda Skinner, and Glenda Williamson.

What follows is a compendium of facts and opinions about the programs with which this illustrious group became acquainted. Publication lists, information on services available and how to apply for them, and the names and addresses of the folks to contact if you need more details concerning specific programs are all included in the pages of this report. A brief description of an organization and a sketch of the contents from the presentations

made opens the sections on each. If available, a list of publications from that particular source follows this. Finally, selected critiques of the organizations by the participating students closes each section. Topics discussed and conclusions formed often vary from critique to critique on the same organization.

I cannot properly close without acknowledging the assistance of Stan Brodsky, Sue Maynard, and Dawn Dean in preparing this report. Without Stan's gentle encouragement, this final publication might never have become a reality. Finally, it is impossible to adequately express my gratitude to Sue and Dawn, whose diligent typing and proofing of the manuscript can only be measured by the immense clarity and smoothness they have provided to the reader.

I hope you will find this document useful.

Larry Clifton
Editor

THE PATUXENT INSTITUTION
Jessup, Maryland

The Patuxent Institution is the product of a long-standing concern in the state of Maryland about a class of offenders it labels "defective delinquents". The most recent revision (1971) of the 1951 Defective Delinquents Statute defines such an offender as "an individual who, by the demonstration of persistent aggravated antisocial or criminal behavior, evidences a propensity toward criminal activity, and who is found to have either such intellectual deficiency or emotional unbalance, or both, as to clearly demonstrate an actual danger to society so as to require such confinement and treatment, when appropriate, as may make it reasonably safe for society to terminate the confinement and treatment (Section 5)." Because of the uncertainty regarding the duration of treatment for any individual, and the distinct possibility that some persons judged to be defective delinquents would not respond to the treatment methods available, an indeterminate sentence was incorporated into the law. Those committed to the Patuxent Institution, therefore, may remain incarcerated for life, if necessary, to protect themselves and society.

The staff of the Patuxent Institution is unusual in that by law the director is a psychiatrist, and, of the three associate directors, one is a psychiatrist and one is a behavioral scientist. Indeed, for the approximately 400 inmates committed to the Institution at any time, there are eleven clinical psychologists, eight psychiatrists, and fourteen psychiatric social workers. (Brodsky, 1972)

The treatment program of the Institution includes a therapeutic milieu, psychotherapy, and educational and vocational training. The therapeutic milieu is based upon a graded-tier system and the unit treatment team. Advancement through the levels of the graded-tier system is based on fairly explicit criteria of acceptable behavior. Inmates are referred to as patients and they receive increased benefits and privileges as they move up the four successive tiers. There are four unit treatment teams with a cross-section of all staff members serving on each. Patients at all graded-tier levels are the clients of any one treatment team. The responsibility for coordinating each patient's treatment, making job assignments and changes, holding disciplinary hearings, and making decisions on promotions and demotions within the graded-tier systems rests with each team.

Individual and group psychotherapy are offered to all patients with sessions provided at least weekly. Over 95 percent of all committed patients are in psychotherapy.

The educational program is designed to have those with measured IQs below 90 achieve an eighth grade level and those with IQs over 90 obtain a high school equivalency diploma. Approximately

70 percent of the patients enroll in this program.

Vocational training is offered "in automotive skills, clerical work, bookbinding, cooking, baking, meat cutting, food service, carpentry, masonry, painting, sheet-metal work, plumbing, barbering, electronics, and circuit board repair (Patuxent Institution, 1973, p. 21)." Some assistance in training is also provided through the State Vocational Rehabilitation Agency.

A seven-man advisory board, consisting of a wide cross-section of recognized academic and governmental leaders from the State of Maryland, meets at least quarterly to provide "the Institution a general consultative and advisory service (Defective Delinquent Statute, Section 4)." An Institutional Board of Review which consists of the Institution director and three associate directors as well as two lawyers and a sociologist appointed from outside the Institution, must review and reexamine the status of each patient at least annually to determine whether the defective delinquent classification remains appropriate and to make recommendations concerning future treatment, leave of absence, or parole.

Convicted and sentenced offenders are committed to the Patuxent Institution on the basis of a judicial referral and an Institution evaluation and diagnosis. Patuxent is given up to six months to complete its diagnosis and submit its recommendation to the courts concerning an individual referral. The convicted offender may not refuse commitment to Patuxent; however, he is entitled to evaluation and diagnosis by an independent psychiatrist of his own choosing at state expense. These results may be used to dispute the commitment decision at a special hearing which is usually held about six months after conviction.

In the case of offenders committed to the Institution and for a large portion of the professional and political opponents of its programs, the indeterminate sentence is the focus of concern. The Patuxent staff, however, argues strongly that the indeterminate sentence is essential to provide motivation for the patients committed there to participate in treatment. They insist, furthermore, that it is impossible to predict beforehand how long a patient's sentence must be if the intention of the commitment is genuine treatment until his criminal propensities are "cured" and not just simple incarceration for punishment.

The median sentence served at Patuxent is in the three to three-and-a-half year range, although there are a few individuals still in the program who were committed when the Institution opened in 1955. Nevertheless, the recidivism figures provided by the Institution indicate that it is an extraordinary success. Patients who have been released on the recommendation of the Institutional Board of Review, having received in-house treatment and then continued treatment for three years

on parole (N = 135), had a recidivism rate (based upon conviction for a new offense) of 7%. Those released at rehearing against the advice of the staff, but who had received in-house treatment and had experienced conditional release (leaves, work release, or parole) (N = 100) recidivated at a 39% rate. Another group of patients who were released at rehearing against the staff's advice and who had received only in-house treatment (N = 186) had a recidivism rate of 46%. Finally, a group of offenders whom the courts did not commit contrary to the recommendation of the Institution staff, and so who were ultimately sentenced to the regular correctional system, (N = 156) recidivated at a rate of 81%. Excluded from these figures were any patients who had not been in society for at least three years after release.

PATUXENT

Although Patuxent is a unique institution with its use of the indeterminate sentence and extensive therapy for inmates, I found it to be typical of the atmosphere that exists in a conventional prison. I think the physical plant of the institution contributed a large part to this impression (it would be interesting to see what kind of physical structure would have been designed by the institution's staff if they had their choice) however, the attitude of the staff also helped to create this impression. The staff did not seem to be excited about what they were doing and even disillusioned, an outlook which is usually present in those who have worked in institutions for most of their life. I am strongly against employing "lifers" in institutions for this reason. I believe the prison staff or staff of any total institution must work in outside areas from time to time in order to have an attitude of passive acceptance of conditions. Any treatment program can only be as effective as the staff who implement it.

However, I was very impressed by the concern showed by the administration for maintaining prisoner/family ties. I believe that continued contact with family and friends is one of the most important factors in successful reentry into society upon release. Open visitation policies are rare in most institutions because they increase the work load and security risks for staff therefore it is unusual to find an institution which places service to the client above an easier work load for its staff. I also believe that the administration has adapted a very realistic stance in its acceptance of common law relationships. Too many institutions try to impose the moral values of the middle class on a predominantly lower and working class population by condemning common law relationships. Bringing the relationship out into the open helps the inmate to stabilize his relationship and build future plans around it thereby creating one more condition to his advantage upon release.

I also favor the use of the tier system which helps to mentally reduce one large institution into four smaller ones. Experience has shown that successful treatment programs are extremely difficult to establish in large institutions, however, our entire correctional system is mainly composed of institutions with capacities of several hundreds, even thousands, of persons. Since we are stuck with these institutions for the present, dividing them into small units seems to be the best solution to alleviating the problem. The tier system seems to be working with the desired effects at Patuxent.

Although I know there is a need for special handling of the "dangerous" offender, I am extremely opposed to the use of the indeterminate sentence because I believe it deprives a certain segment of the offender population of the constitutional rights. On paper the indeterminate sentence sounds good - it is a way of "helping" the offender who cannot usually be reached under normal sentencing and prison programs. However, in practice, as I observed at Patuxent, I believe the indeterminate sentence is being overused by an overcautious legal system. From my observations, the inmate population at Patuxent does not differ appreciably from other prisons - the populations being predominantly lower-class non-whites who are in prison because socio-economic circumstances have led them there. The indeterminate sentence therefore is not being applied to only a select portion of the offender population which creates concern in my mind that its use will become widespread.

PATUXENT INSTITUTION

My impressions of the Patuxent facility were mixed. I was most favorably impressed by the apparent readiness of the institution to use innovative ideas, such as condoning a common law relationship. The most distressing aspect of this institution is its use of the indeterminate sentence. It was my impression, gleaned from the conversations with administrators, that the indeterminate sentence is the key to Patuxent's success. If this is the case, then the services being offered by the institution are really serving little purpose. It may be true that the use of the indeterminate sentence is a highly effective tool with some patients, but it seems unlikely that it is useful for all.

The administrators of this facility appeared to be reasonably well informed about recent mental health developments and quite receptive to planned change. I feel that a psychologist with a "system challenging" approach would be able to function fairly efficiently in this facility.

Four hundred patients is quite a large number, and in spite of the fact that Patuxent has the largest professional staff of any penal institution of its size in the nation, it appears that a number of the patients are not receiving the amount of staff interaction that they might receive in a smaller facility. The patients expressed to me and to several of my colleagues that Patuxent is a prison and that they are prisoners. Although I fully appreciate the fact that confined persons are rarely pleased to be confined, one would hope that some measures could be taken in an institution run by mental health professionals to change the self image of its residents.

I would be very interested in noting the change in the rate of "success" of released Patuxent patients, if the indeterminate sentence was abolished. If this policy was adopted, I feel that a true estimate of the worth of this institution could be made. I would also like to closely examine the procedure which Patuxent uses for determining "dangerousness." It seems likely that the tools for measuring "dangerousness" may not yet be highly refined.

With the exception of a slight bit of defensive behavior on the part of a couple of institution employees, which is to be expected when one becomes involved in any system, I felt that our visit was objective and quite informative. I thoroughly enjoyed the opportunity to speak with the patients and I feel that I benefitted considerably from the briefing session.

PATUXENT INSTITUTION

Our visit to Patuxent Institution brought several questions to mind concerning the application of psychology to corrections. Are the skills of psychologists being used to impose longer imprisonment than otherwise would take place? Are not the "patients" captives of the staff, more so than in other correctional institutions? Are the skills of the discipline so well refined that we can predict dangerousness, take a person's freedom for an undetermined time on the basis of that prediction, and still call ourselves ethical psychologists? Additionally, what is danger? What is improvement?

Inmates at Patuxent are labeled as sick (defective, primitive, emotionally immature, etc.) and treatment is forced. A person stays indefinitely until he accepts treatment and is considered improved by the staff. This smacks of injustice. The 1973 Progress Report indicates that the average amount of time a person was under supervision of the Institution staff was 8.6 years, whereas his average sentence was 5 years. This is harsher punishment than the person would have undergone, had he gone to a regular prison. Granted, he may have received services at Patuxent which were not offered elsewhere but the basic question of imposing longer imprisonment remains the key issue.

It is my belief that dangerousness and improvement are nebulous terms at Patuxent. Research (Baxstrom Cases, N. Y.) has shown that the tendency in predicting dangerousness is to overpredict. In addition, the feedback that I picked up from four residents of the Institution is that improvement seems to be defined by the psychologists at Patuxent and the criteria, for the most part, are not known to the residents. I hope this is not so.

A more humane alternative to the present Patuxent design would be making admission optional for any convicted offender. The offender and the staff could contract for certain progress at the beginning of his stay. The offender's part of the contract would be to make certain gains in personal, vocational, and educational skills during a set amount of time. The staff would agree to provide the opportunities and assistance necessary for these gains to take place. At the end of the time period, the contract would be reviewed. If the terms had been met by both parties, the offender would be released. If the terms had not been met the contract could be rewritten and renewed or it could be abolished and the offender could finish his sentence in a state prison.

A visit to Patuxent raises many questions which need to be considered by the staff. Those presented here seem most pressing.

PATUXENT INSTITUTION

When talking to three residents of Patuxent, I was introduced to three different perceptions of the institution: (1) it is a great place which serves the purpose of helping men return to the streets; (2) the program is good for some of the men who are there but not for all; and (3) Patuxent is only another warehouse. At different times I find myself sympathetic to all three viewpoints.

There are numerous aspects of Patuxent that I found good and encouraging. For example, the relatively lenient visitation rights the residents enjoy in addition to programs such as the family picnics on the grounds, encourage the maintenance of family ties which most prisons manage to successfully sever. And the work release programs and the establishment of halfway houses are more than needed.

Rather than merely listing the aspects of Patuxent that I classify as favorable, I would prefer mentioning some that I question. Several of the residents bitterly complained about being labelled a "defective delinquent" and I can certainly understand this complaint. Such a label conveys a totally disgusting and degrading connotation. I must wonder if such a label is necessary and even therapeutic.

I must classify myself as what Dr. Kandel called the left-winged liberal with regard to the use of the indeterminate sentence. Realizing the difficulty associated with the treatment of so-called psychopaths, I can understand the rationale of its usage. However, I wonder if such programs as the Mutual Agreement Programming could be employed to attain the same goal. The far reaching arm of the indeterminate sentence, for example its extension into parole, is somewhat frightening and I must wonder what happens to the residents' rights with such a sentence. I can only picture the resident hanging there, working to reach a goal that he can't even see.

The availability of both group and individual psychotherapy is definitely for the advantage of the residents. However, I must question if psychotherapy can be beneficial to all the residents. This comment is not directed at the stance of many psychologists that psychopaths are not amenable to treatment but merely the wondering if therapy is desirable for all. The assumption that psychotherapy is meant for anyone strikes me as acceptance of an illness-model as a cause of criminal behavior and Patuxent seems to be operating on this model. Unable

to accept this model, I have some reservations about an institution that I perceive as having been built on this model.

With regards to our visit itself, I enjoyed the candor of the professional staff, the sharing of their beliefs, ideas and experience, and the opportunity to openly converse with some of the residents. But above all, I appreciated the introduction to an institution, and its operating principles, which is considered by many to be a breakthrough in the treatment of some offenders. The experience provided me with much information and points of view to entertain and considerable food for thought.

PATUXENT

Patuxent is an experimental prison for the "defective delinquent", which theoretically encompasses two populations, the sociopath and mentally retarded offender. Persons are committed for an indeterminate sentence and are referred to as "patients", thus a medical model seems to be implicitly assumed.

The host presented a lucid and knowledgeable, well-organized description of the program and history of the institution.

Positive:

- a. Good staff-"patient" ratio.
- b. Most staff appeared committed to what they are doing and convinced that what they are doing is a good thing.
- c. Willingness to try new things, at least verbalized.
- d. One psychologist's relationship with inmate group--easy, non-threatened, matter of fact yet caring and firm.
- e. Right of patients to have evaluation of outside psychiatrist at state's expense. Wonder how many avail themselves of this?
- f. Extensive follow-up program.
- g. Required review for parole every calendar year.

Negative:

- a. Found one psychologist noncaring, treated patients as objects with some belittling. I recognize the limitations of my observations, but these feelings were reflected by every member of our group.
- b. Indeterminate Sentence. Twenty percent are in for "potential" for violence and have not actually hurt anyone. In view of what happened when potentially dangerous people were released in New York, this is indefensible.
- c. The unquestioning acceptance of the idea that the indeterminate sentence is essential to working with the population.
- d. Paternalistic attitude.
- e. The fact that the institution existed so long without written rules for "patients". It is incomprehensible and inexcusable that the institution existed so long in such a fashion.
- f. Explanation of lack of blacks and women on professional staff was not acceptable. True, they may not be available in Maryland, but Maryland is NOT the whole U.S. Is there an active recruitment program?

- g. Length of time a psychologist or other staff member stays there--too long. People become set in their ways after such a time and cease questioning existing procedures. They need insights, observations, criticisms, ideas from new people.
- h. Illogical rejection of term "behavior modification" when they are using the principles extensively.

SUMMARY: Staff generally seen as effective and knowledgeable. This could be an exciting program. If the sociopath IS a stimulus seeker, however, I found no indication that this was being used in the program. Indications of boredom abounded.

PATUXENT INSTITUTION

Patuxent is Maryland's state institution for defective delinquents. These are repeat offenders who are considered dangerous and who are diagnosed as being emotionally disturbed or intellectually deficient. Patuxent is not a part of the Maryland Board of Corrections and operates under its own law. The Director has to be a psychiatrist.

Patuxent receives only convicted criminals who are sent them by the court. However, it may refuse to accept a particular offender--and this refusal is binding on the court.

Patuxent has a graded-tier system. Patients may move from two to three to four by fulfilling time, work, and behavior requirements. They may be moved back to one if they demonstrate poor behavior.

The graded-tier system is only part of a total push therapy which also includes group and individual psychotherapy, lawn picnics, weekend leaves, work release, quarter- and half-way houses.

Patuxent inmates are serving indeterminate sentences. This enables the treatment team to keep the offender until they feel he is able to function in society, but a patient may be released by the judge against the staff's advice.

I personally am very interested in this particular group of offenders and work being done at Patuxent. I like the concept of total push therapy and the fact that the staff members are excited about what they are doing. I understand the staff's argument that an indeterminate sentence is necessary for treating this particular group. However, in talking to some of the patients, I noticed a real sense of powerlessness in the face of this type of sentence. Added to this was some confusion about the goals of therapy. Perhaps there is a problem with communicating the purpose of the therapy and the sentence. There was also some feeling that a number of patients, especially white ones, succeed in conning their therapists. I am very concerned about one young man who wants to be a writer and cannot get any help. I mentioned this to one of the therapists, who seemed totally unconcerned. There is a certain amount of smugness on the part of the staff. The patients seem very aware of it. They refer to the staff's "pet project" and how they resist any participation by outsiders. It seems that this attitude would be detrimental to the goals of the program. But overall I was impressed with what is being done at Patuxent Institution.

UNITED STATES BUREAU OF PRISONS
101 Indiana Avenue, N.W.
Washington, D.C. 20537

The Federal Bureau of Prisons was established as a component of the Department of Justice in 1930 by enactment of Congress "for the safekeeping, care, protection, instruction, and discipline of all persons charged with or convicted of offenses against the United States." Furthermore, its institutions were "to be so planned and limited in size as to facilitate the development of an integrated Federal penal and correctional system which will insure the proper classification and segregation of Federal prisoners according to their character, the nature of their crime, their mental condition and such other factors as should be taken into consideration in providing an institutionalized system of discipline, care and treatment (USBP, 1973)."

Dr. Robert B. Levinson, Administrator of Mental Health Services, hosted the half-day visit to the main administrative offices of the Federal Bureau of Prisons. He briefly outlined the Bureau's organization, which includes a Director and five Assistant Directors, for the Divisions of Institution Services, Administrative Services, Health Services, Industries, and Facilities Planning and Development. Further amplification was given to those divisions of most relevance to correctional psychology students.

Standing in for Roy Gerard, the Assistant Director for Institution Services, Dr. Levinson discussed the decentralization which is now taking place via the partitioning of the country into five regions. Eventually, within each region a cross-section of all essential institutions and services will be available, all located within thirty minutes driving time of a major university. The major institutional trends are toward smaller facilities (no more than 500 inmates per adult institution and from two hundred and fifty to three hundred inmates per youth center) and toward normalized institutional environments. A significant step toward this latter goal is the conversion of the Kennedy Youth Center at Morgantown, West Virginia, and the Fort Worth, Texas, adult institution to co-correctional facilities, i.e., for both men and women. Also, very large institutions are being broken down into smaller treatment-appropriate units, making it possible to employ a wide variety of differential approaches to rehabilitation.

Also included within the Institution Services Division are Education Services, Correctional Services, Case Management, and Drug Abuse Treatment. Developing educational, vocational, and human relations skills in an individualized basis is the function of EDUCATION SERVICES. Dale Clark, who represented this branch, indicated that these services were provided through small classes with intensive individual interaction, individually programmed instruction, correspondence courses, and study release.

CORRECTIONAL SERVICES. At one time security was the over-

BUREAU OF PRISONS DRUG ABUSE FACILITIES

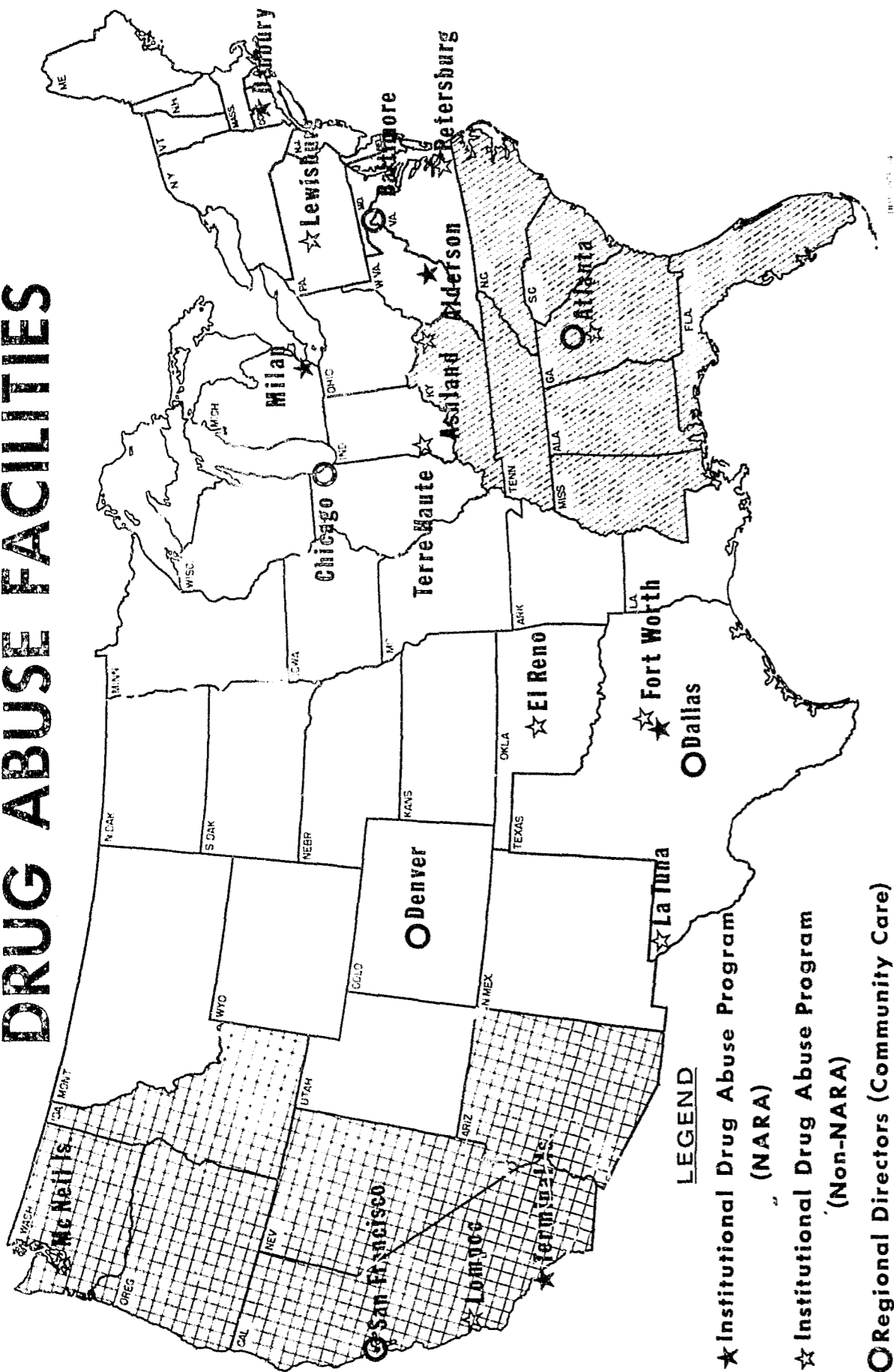


FIGURE 1.

riding consideration of any correctional program; however, the rising emphasis on treatment has accompanied the decline in correctional services staff from over 70% of all Bureau employees twenty years ago to about 52% today. Floyd Arnold, who directs this branch, indicated that one of the most promising recent developments in the field is the recruitment of counselors from the correctional services ranks. Correctional officers are selected for this advancement on the basis of Civil Service Examination scores and Bureau interviews. (The Civil Service does not permit the use of personality tests in either the selection or placement of government employees.) In addition to counseling, correctional officers may advance by promotion into supervisory correctional positions.

CASE MANAGEMENT. We learned from J.D. Williams that decisions concerning an inmate's treatment program are made by the inmate and his caseworker with inputs provided by his correctional counsellor and by educational and mental health representatives. Caseworkers maintain their relationships with individual inmates through imprisonment and release, if possible, and in some institutions are members of an inmate living unit.

DRUG ABUSE TREATMENT. George Diffenbacher briefly explained the purpose of the Narcotic Addict Rehabilitation Act (NARA) of 1966. It established drug abuse treatment programs only for those persons convicted of a Federal offense, who are also narcotic addicts. There are currently five institutions providing services to participants sentenced under this act. The therapeutic community, using group encounter, is the primary method employed in treatment. However, there are also inmates who were not committed under this act but who are in need of treatment for their addiction problems. An additional seven units have been established for these individuals with the approach to treatment essentially identical to that provided under NARA. Aftercare treatment is usually provided through a community social services agency with coordination between the institution and the parole supervisor. The use of narcotics by those released is not considered a breach of parole; only when other offenses are confounded by drug use is an individual returned to the institution. The consequence of this policy has been a much higher successrate (for staying out of the institution), 55% after six months of parole, than was previously the case with similar offenders.

John Meacham informed us that the long-range plan of the FACILITIES PLANNING AND DEVELOPMENT DIVISION is to shut down all the Bureau's custody and security only oriented institutions and to replace them with facilities constructed according to treatment philosophy. Community facilities and normalization of larger prisons, i.e., creating a community inside that is as much like the "free world" as possible, are major components of this plan. A number of such institutions and metropolitan centers are now

either under construction or are planned in the near future.

STAFF TRAINING is a function of the Administrative Services Division. Joe Barrell, who spoke about this subject, indicated that very little staff training, especially for correctional officers, existed as recently as 1970. All employees now receive a general orientation to the goals and programs of the Bureau as well as training in effective communication. Within each institution, training is provided on disciplinary procedures and in counselling. The counselling program is largely aimed at training officers in the skills which will enable them to advance and become more thoroughly involved in rehabilitation. Wardens and line staff both are brought into the planning on what training and skills need to be emphasized.

FEDERAL BUREAU OF PRISONS

The attempt to make correctional institutions more like the real world is indeed a goal for which to strive - provided, of course, that you accept the need for such institutions. As I recall, several new institutions are either being built or purchased. I have to wonder if it is necessary. Does the erection or acquiring of new institutions follow the closing of old ones or are the new ones just in addition? I suppose that I agree with Jerome Miller. As many slots you acquire, the people will be found to fill them. Thus, as more space is found for offenders, the more offenders will be found to fill the new institutions. Perhaps if this number were limited, then we would begin to utilize the available alternatives to incarceration. There's no better way to achieve reality than to work in it.

Nevertheless, accepting the building of such institutions, it is encouraging to see that some attempt is made to achieve a "distorted" reality. Since the institutions are being built so close to major universities, I hope an increased number of inmates are eligible for study release. Does the nearness to a major university also include proximity to a large city so that inmates not interested in educational opportunities have increased employment opportunities?

The introduction and use of the philosophy that programs are not to build around security but that security is built around the programs sounds very good. However, I must wonder about its acceptance in particular institutions. From some of my knowledge, it appears time to "treat the staff...then the inmates."

A statement was made to the effect that participatory management is desirable. Has any concerted effort been made to include ex-convicts in this participation? It would seem that such individuals would be invaluable in the planning and development of both programs and facilities.

Differential treatment of inmates has long been needed and the use of units would seem to encourage such treatment. With regards to the planning of the treatment, how much input is allowed from the inmate himself? Rather than having the inmate the object of manipulation, it would seem better to use such programs as Mutual Agreement Programming.

I do wish that the federal institutions would be even more innovative. It doesn't seem like enough to build institutions closer to universities, have very limited conditions for furloughs, or limit the adult population of new institutions

BUREAU OF PRISONS

to less than 500 men. Our current penal system is failing badly and I question the curing effect produced by the application of a few band-aids. I wish I had asked about efforts at public relation building and education. Any progress would be handicapped without such efforts.

Today's prison population was characterized as being older, more sophisticated, and more violent. I can't help but ask if these characteristics come from within the individual or are actually the result of interaction with our criminal justice system.

Specific Project Comments

The description of correctional services indicated several tangible and appropriate changes that have affected the role of prison "guard" over the last few years. Apart from the smaller specific changes such as the progression from regulation uniforms to correctional blazers, etc., I got the sense of a more meaningful trend in upgrading the abilities and stature of these officers. I think the idea of giving them increased responsibilities and training them in techniques of counseling will go a long way towards changing the public's view, as well as the self-esteem of the prison guard. Finally, I was impressed by the emphasis placed on related experience and non-static (i.e. including transfer and other changes) correctional experience, over reliance on educational levels, as criteria for employment levels. If the guards are given the opportunity to be useful and worthwhile they will respond to the challenge.

I was also enthusiastic about the division of institution services through utilization of the team system in case management. It is certainly time for the understanding that treating the prison population as a homogeneous group is not the most effective or efficient route toward treatment and rehabilitation. Placing emphasis on programs that are not institution-wide, but rather gear themselves toward individual offender dynamics is an important first step. I am not sure that the RAPS priority system is the best method of classification but it is certainly more appropriate than no classification at all.

Using the Behavioral Research Center as an example of the type of facility planned for the future by the Bureau of Prisons, I would make these comments. In the first place, I see a great deal to be gained through the creation of more humane and democratic programs and facilities, where "security is built around the programs, rather than building the programs around security. Also, since this particular "research center" is to be established for those groups that have poor success records in treatment, it leaves open the possibility that those offenders considered to be better treatment risks may be able to be diverted from the criminal justice system through approaches other than institutional incarceration. However, the Bureau's description of other planned facilities left me uncertain in this matter - i.e. would they just be creating more large institutions with enough new spaces (that inevitably would be filled) to insure the perpetuation of "criminals" in our society.

FEDERAL BUREAU OF PRISONS

It was gratifying to discover that so many progressive individuals occupy high positions in the bureau. I approached our meeting with you with the notion that we would be visiting a group of hard-nosed bureaucrats who were convinced of the truth and value of their point of view and willing to cram it down everyone's throat. To the contrary, I discovered that you seem to be concerned about the condition of the Federal Correctional System and willing to put new ideas to an empirical test.

Although for the most part the presentations seemed frank, and questions were fielded well, on occasion I got the idea that we were being given a hard-sell.

Of the several new approaches to corrections which were introduced, one of the most interesting was the functional unit approach where the staff and the offender population are divided into smaller groups than is usual.

The idea of guards as counselors is another interesting approach that I would like to see looked at more closely. It seems that guards are in perhaps the most crucial position in the correctional system, and should, therefore, be men who are highly skilled, motivated, very well paid, and, primarily, concerned with offenders as individuals.

The RAPS system was interesting but the categories are so value-laden that I wonder about its efficacy.

The concept of normalization is not a new one by any means, but I found it heartening that it is being so seriously considered at such a high level.

FEDERAL BUREAU OF PRISONS

The ideas and approaches presented by the various division chiefs ranged from innovative and saucy to rather dull and lifeless. The tone of the entire day seemed to be characterized best by Dr. Levinson's article on influencing change in correctional systems from the inside. It is obvious that the F.B.P. has done a great deal to upgrade the American correctional system, yet many of the changes which have come about seem to be of the three steps forward and two backward variety, of which Dr. Levinson has spoken in his article.

Spending a good deal of money for extremely modern jail facilities in downtown areas seems like a vast improvement over most local jails - and indeed it is. Yet, one has to at least briefly examine a system which is making so-called "rehabilitation" far more attractive to many offenders than any life on the outside could ever be. Is it not possible that we may be accidentally keeping large groups of persons who constantly encounter the law in a position of wanting to encounter it?

We heard talk of reducing the size of Federal institutions to 500 persons and to 250 persons for younger offenders. Even with the concept of functional units I question the amount of direct services an offender can receive in a large institutional setting.

I was extremely impressed with some of the programs which exist for Correctional officers. It is essential that these people have input into the system at high levels, as it is their work which can eventually make the difference in an offender's life while confined. The comment that an individual is only "effective" in a given position in the correctional system for five years is a point well taken. If more corrections people had this attitude the system might not be so stale.

The discussion of the staff training sessions, which started three years ago, was most informative. It seems to be an extremely good idea to give as many persons who work within a correctional facility as many interpersonal skills as is possible. No matter what techniques are used, if the correctional worker gains some insight into his actions and into his relationship to those persons incarcerated, he has gained a great deal.

Although I am in total agreement with the concept of normalization in our correctional institutions, I am not entirely certain that the concept of normalization which I heard at our meeting completely fits the definition. I am totally aware of the laws which prevent complete "normalization," yet I fail to see how we can ever progress toward assimilating people back into a society by depriving them of the rights of that society. For example, if an institution is co-educational, some degree of sexual contact must be permitted. If it is not permitted, then the co-ed facility is no more "normal" than the all male prison.

FEDERAL BUREAU OF PRISONS

Generally, I felt that the briefing session was well organized and to the point. I gained considerable knowledge of the Federal Prison System and I feel that I can now more closely appreciate some of its troubles.

Introduction and presentation of organization was excellent. Was much impressed by Dr. Levinson, who has obviously done a great deal toward humanizing prisons.

Presentation of educational programs: no sense of excitement or of trying anything really new. Buying of idea that a little education is good, more is better. No feel for evaluation of this program--does the educational program enable an inmate to get and hold a job? Is there an assessment of the current job market? What is the emotional price of preparing a man for a job which he does not get, or educating him--do you just make him more aware of what he doesn't have? How many get jobs in the area for which they were trained? Research has shown that men who have jobs tend to stay out of prison--but is it the education, the training, or some other personality characteristic which enables them to keep that job--or motivation, etc. Would recommend reading an evaluation of Draper's programs--extensive training in various skills did not reduce recidivism.

Presentation from correctional service was articulate. Found the Counselor Program an excellent idea--among other things it gives the Correctional Officer more "goodies" for his inmates, enables him to more effectively do his job. It does seem ludicrous that inmates are given such batteries of tests for evaluation and placement and NONE given to Correctional Officers. Would suggest other evaluations which might not be objectionable to Civil Service, i.e., role playing, participation in certain games and observation of strategy and toleration of stress. This screening occurs during the first year, but there surely is a more economical way of doing it.

Very impressed by Drug Abuse presentation. A willingness to use whatever works, a lack of insistence on any particular approach. Very knowledgeable.

Program Development. Presentation contained very little meat. Everyone knows it is a good idea to get institutions to define their purpose and evaluate the success of their program. HOW? And how successful is this program going to be? How will it be evaluated? Unimpressed.

Staff training. Feel that mixing of all staff members for training is an excellent idea. It also wakens the staff to their true purpose, not just maintenance, but also rehabilitation. Would like to work with this program. Also liked, in presentation of new design of prisons, the concept of getting the professional staff out of a central office and into the area where inmates are.

FEDERAL BUREAU OF PRISONS

Our visit to the Federal Bureau of Prisons raised both good feelings and questions. Positive elements of the Bureau include the decentralization now taking place, the functional units for differential treatment within institutions, individualized educational programs, co-ed institutions and the separation of youthful offenders from older ones. Additionally, training addicts as facilitators in therapeutic communities makes a good deal of sense as does contracting for support services for addicts and other offenders. The program development division, as Robert Meacham put it, forces the staff to come up with a mission statement, something which seems more necessary as agencies affect the lives of more and more people. The most outstanding feature of the Bureau seems to be the training of correctional officers in counseling and interpersonal skills, undertaken in recognition that this line force has more influence on offenders than anyone other than the peer group. All of the staff who visited with us impressed me as being competent and dedicated.

Questions raised include the building of expensive, attractive prisons which, despite the agency's opinion, are still large. Could not the money be better spent developing very small (25 people or less) community bases, even buying up houses for such purposes? Additionally, it seems that contracting for support services should be expanded to cover much more than the 1000+ offenders now being supported. According to the Annual Report, consulting services are now provided to state and local facilities through LEAA. Hopefully these services are being expanded.

The Federal Bureau of Prisons seems to be the pacesetter in the swing toward more humane, constitutionally-sound imprisonment programs. One only hopes that state and local correctional services can be upgraded as well.

GENERAL: Alarmed by tacit assumption that we must build more and more prisons. Also by total "treatment" approach. Implication is that we must mold the prisoner to fit into the constrictions of society. No acknowledged awareness that there are also societal ills--except that the responsibility for change at the state and local level is not theirs. What about educating the public to tolerate a wider variety of behaviors? If 25% of the population is sentenced, will the Bureau just continue to build more and more prisons?

I feel that this is a harsh criticism and hope it is only a reflection of the caution with which everyone in Washington seems to speak rather than a true statement of the position of the Bureau. Otherwise I can only visualize more and better prisons--places which will be so much better to live in than some homes that persons continue to commit crimes to stay in.

Found the staff progressive, otherwise, and was generally favorably impressed.

FEDERAL BUREAU OF PRISONS

The Federal Bureau of Prisons presented an impressive array of innovative and constructive programs and facilities. It is difficult to take issue with the designing of new prisons offering more human and normalized environments, the conversion to co-correctional institutions where the social atmosphere is more like that of the real world, the increase in treatment personnel and the philosophy of treatment over custody, and the arrival of the community treatment center as a major component of the system. All of these are significant advances as corrections finally enters an age of rationality.

For some reason, before visiting the Bureau of Prisons, I had thought that the prisoners within the federal system were all long term inmates; that is, they were the worst of the hard core criminals. Excuse my ignorance, but now I find that the only difference between state and federally incarcerated inmates is the statutes under which they were convicted. I conclude from this that there may not be any significant difference between the rehabilitative needs of those jailed within one system or the other. My concern, logically, is why there is a need for a federal system in addition to the various state programs.

The Bureau is apparently about to embark on a large-scale construction program in its effort to decentralize, in order that the facilities will be smaller and individual inmates will be closer to their homes. I can think of no way, however, to decentralize more thoroughly than to transfer these people into the correctional of their own home states.

With this arrangement I envisage the Federal Bureau of Prisons as a disburser of funds to the states for each person transferred to the state level and convicted of a federal offense, a source of research and program design and research expertise and funding, a center for long-range planning for training, treatment needs, facility design, and educational requirements.

Diversion and community treatment are slowly becoming major ways of dealing with offenders. The very nature of these programs seems to be to exclude in the long run the delivery of services directly by the federal government. The Federal Bureau of Prisons has a wealth of talent and knowledge about the direction and delivery of correctional services. I feel, however, that it may be caught up with the prevalent belief of many federal agencies: that they can do the job better than state and local people. I doubt that philosophy is true and feel that cooperation rather than duplication of effort would be of most benefit both to the offender and to the citizenry.

AMERICAN CORRECTIONAL ASSOCIATION
Suite L-208
4321 Hartwick Road
College Park, Maryland 20740

The American Correctional Association is a modest organization of correctional professionals, administrators and line personnel, concerned private citizens, and related public and private agencies and institutions. The major functions of the association include developing and promulgating professional standards for the improvement of correctional services, preparing and publishing relevant training materials and technical reports, serving as a consulting source to federal, state, and local governments on correctional issues, providing a national source of information on correctional programs, and maintaining (in cooperation with the U.S. Department of Labor) a national registry and employment clearinghouse for correctional services personnel. A number of specific projects and accomplishments of the association were mentioned during our visit, but only a few were discussed in detail.

Marshalling Citizen Power to Modernize Corrections is a joint project of the ACA and the National Chamber of Commerce. This is basically a public relations program aimed at stimulating interest in the problems of corrections among private citizens and especially among the business community with the expectation that resources and support for more realistic and effective correctional practices will be forthcoming. We viewed the slide presentation which is a major instrument in this effort. In addition, public service announcements on radio and TV and a widely distributed brochure have been employed to bring attention to the failings of the existing correctional system and to suggest steps toward solutions.

William Parker described a second major project, Mutual Agreement Programming (MAP). It is a fairly radical approach to parole decision-making entailing "a legal contract between inmate, institution, and parole board (setting) a definite parole date contingent upon successful completion of contract objectives (Leiberg and Parker, 1973, p. 1)." "The contract is a legally binding document setting out the specific programs which the institution will provide to the inmate, the inmate's agreement to successfully complete those programs ... and a specific parole date contingent upon successful completion of the set goals (Leibert and Parker, 1973, p. A)." An inmate prepared plan provides the foundation upon which the contract is negotiated. Demonstration programs of this procedure have been established in Arizona, California, and Wisconsin.

The ACA administrators the National Registry for Correctional Services, which provides placement assistance for employers and professional level applicants in the correctional field. Information and application forms are available from:

National Registry for Correctional Services
Division of Employer Services and ES Data Support
D.C. Manpower Administration
500 C Street, N.W.
Washington, D.C. 20212

Finally, the ACA has published a number of documents of interest to corrections professionals and administrators. The listings provided on the two pages which follow are exhaustive.

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WHAT WILL BE YOUR LIFE? By Norman Fenton. Guide for inmates involved in counseling problems. Prepared for an eighth grade reading achievement level. Per copy: \$2.25

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AMERICAN CORRECTIONAL ASSOCIATION

by MOLLY BROOMS

The visit to ACA was brief, but I was somewhat disappointed in the coverage of the presentations. The staff did not seem prepared for our visit. Several projects were mentioned briefly at the end of the session which I would have liked to cover more thoroughly.

The efforts of the ACA to involve private citizens in changing the criminal justice system via the film and pamphlet, "Marshaling Citizen Power to Modernize Corrections" are commendable. Every new correctional program must ultimately be accepted by the public. The more informed and aware the public is the more likely it will be to accept innovations in the corrections system. It seems that the efforts of ACA to change public attitudes should include a more active followup component to judge the impact of the program.

The Mutual Agreement Parole (MAP) program was the highlight of the afternoon. I see this program as being valuable not only for involving the parolee in designing his institutional program, but also primarily for pushing parole authorities toward articulating specific criteria for granting parole. The current system of parole relegates the authority to grant parole into the hands of a few men, usually political appointees, who have very broad, unchecked discretionary powers. Any limitation or specification of this concentration of power should be beneficial in eliminating discrimination in granting parole. From the potential parolee's point of view the MAP program not only specifies exactly what is expected of him, but also how and when it should be completed. Since theoretically the inmate voluntarily consents to the agreement with full understanding, there is not much question of involuntarily coercing a man into programs in which he has no desire to participate or for which he has no need. I am very sorry the initial attempts to implement this program in Alabama failed. I hope that another attempt would meet with success.

AMERICAN CORRECTIONAL ASSOCIATION

I felt that there was great promise in several of the programs being directed by the ACA. Foremost among these were Mutual Agreement Programming and Marshaling Citizen Power to Modernizing Corrections. First, however, I want to mention one aspect of the Association's consulting policy which disturbed me. I find it difficult to understand how an organization which receives its support through its membership and the LEAA for the most part is able to refuse to make copies of its evaluation reports available at least to its members. The ACA's failure to do so seems to make it possible for institutions to "bury" uncomplimentary reports.

Mutual Agreement Programming is such a radical idea for many of the country's correctional institutions and state correctional systems that it will no doubt be a decade or more before it is widely accepted. The research program appears within itself to be worthwhile and thorough. If it proves successful, the ACA should mount a major effort to "sell" the plan to other state correctional directors.

Marshaling Citizen Power to Modernizing Corrections is another program partially sponsored by the ACA which has great promise. I got the feeling, however, that there was no real sense of the impact it was having except as measured by the demand for the Chamber of Commerce brochure and the accumulating ranks of radio and TV stations broadcasting associated recorded spots. My main observation here is that the ACA seemed to rush enthusiastically into this without first determining if it would have a positive, if any, effect. I think a survey of current citizen action programs coupled with a small scale model public information program (including an evaluation of its effects) would have been appropriate, rather than spreading resources so thin that they may have no effect at all.

Although it was interesting to learn what activities the ACA is engaged in, I feel that the printed matter we were given there covered nearly every subject presented during our visit as thoroughly as the speakers. Thus, if future classes have an opportunity to repeat this field experience, I'd suggest that there may be more informative organizations to visit.

ACA

I was glad to see that ACA is changing from a "fraternal organization" to an agency that provides assistance to justice agencies. I believe that ACA can have a significant impact on local justice systems over the next few years by providing technical assistance on a short term basis. This seems to be a highly effective approach to problem solving.

I also believe that their effort toward educating the public about corrections is highly worthwhile. I don't believe our correctional system can change unless the public changes its attitude toward the offender. Community correctional centers, which seem to be the new trend in corrections, cannot be built in a community which refuses to accept one. Therefore, a joint project by the ACA and the Chamber of Commerce on public education is a very encouraging step toward community acceptance of the offender.

I also think the MAP project is a very enlightened approach to parole and would like to see it implemented in more states. Dissatisfaction with unfair parole hearings is probably one of the major causes of inmate frustration and hostility and MAP appears to be an equitable solution. However, I am willing to go one step further and make parole a right of the inmate rather than a privilege as it now is. I believe an inmate should be automatically paroled when he first becomes eligible for parole unless the Board can show good reason why he should not and would benefit from continued incarceration.

AMERICAN CORRECTIONAL ASSOCIATION

The reactions to our visit to the American Correctional Association were mixed. On the positive side, I was most impressed with the ideas behind the different projects being undertaken by the various staff members. In particular, I was enthusiastic about the project and slide show attempting to better inform the public about the problems in corrections and ways in which the public might become usefully involved. The project attempting to create specific contracts between the parole officer and inmate was also an imaginative idea. It was apparent that this particular project was running up against some obstacles with parole attitudes resistant to this sort of change, but I think it is important to try and establish these sort of new programs, which will eventually force change in this desired direction. It is also important to note that the person we met who was in charge of this latter project appeared very enthusiastic and motivated, and it is my belief that this is essential in assuring the success of any given project.

My only real criticism has to do with a lack of enthusiasm and imagination that I sensed for some of the projects and staff members. This is nothing that I can relate to specific examples and information, nevertheless I felt it was an impression worth noting.

AMERICAN CORRECTIONAL ASSOCIATION

We were at the American Correctional Association for such a short time that I feel we could not possibly have heard about all of their programs. However, those programs of which we were informed seem rather mundane. The consulting being done by the A.C.A. does not seem to be action oriented. Only the Mutual Agreement Programming impressed me as an action oriented project which has genuine potential.

The MAP project was most interesting to me. Giving an offender a chance to develop a realistic program of his choice and further giving him the responsibility of carrying out the program is a very exciting idea. Also, the assignment of a definite parole date is an extremely positive aspect of this program.

The one problem I have with MAP is in the area of inmate input into the system. Given the justice system of the United States, it seems very hard to believe that an inmate could have much influential input in deciding his release. The only genuine input he has is completing his prescriptions, which is not greatly different from living out a sentence. My main concern is that the MAP project could easily turn out to be a prescription for the offender rather than a contract. I believe that enough safeguards have been built into the project to prevent this from happening, yet the very nature of our justice system provokes my concern.

The film strip which we viewed was extremely valuable for the general public. Concern for re-assimilation of the offender into the mainstream culture must be generated among citizens not involved in the corrections system. I would like to see some more action oriented follow up efforts to the film strip and pamphlet. There exists a crying need for knowledge about the "criminal" and the "ex-con", among our general populous. Only a well sponsored program of action can reverse some of the myths and prejudices which exist in our society with regard to the offender.

Our briefing session was generally good but it could have been better organized in spots. As I have said, my one issue with what I perceived to be the current thrust of ACA, is its lack of action oriented projects. So much needs to be done in the field of corrections and there are so many areas that lend themselves to action oriented approaches. Pre-trial diversion, Community Corrections and volunteer community advocates for the offender are just three of the many avenues of action open to a correctional organization. If ACA is to have a continued positive impact on the correctional system, it seems necessary that it move into more of these action oriented projects.

AMERICAN CORRECTIONAL ASSOCIATION

I find it difficult to critique this organization. I was impressed with the general level of knowledgeability and commitment, and the method of contracting technical assistance intriguing and probably efficient.

The introduction was disjointed and difficult to follow.

The Corrections and Parole program was well presented. Realistic consideration of research programs--getting cooperation of states, follow-up, losing subjects--was good. Think this program is an excellent one.

The slide presentation on Marshalling Citizens was a good presentation, but one more suited to prior viewing in a classroom. This was obviously a well-received program and well done.

Dr. Sharp presented the first real cautions into our somewhat naive enthusiasm. Many people have gotten into Corrections too fast--programs have been instituted rapidly, without caution, prior preparation, or adequate evaluation. Some of these programs have been disastrous and polarization has occurred--a reversion back to capital punishment in some states, closing of some half-way houses and other community based programs. His cautions were well taken.

ACA appears to me to be yet rather small. However, it can marshal the expertise to help plan and evaluate many ongoing programs. Is it beginning to fulfill that role?

NIMH CENTER FOR STUDIES OF CRIME AND DELINQUENCY
5600 Fishers Lane
Rockville, Maryland 20852

Dr. George H. Weber, Deputy Chief of the Center, hosted our visit and provided an overview of the purposes and activities of the Center for Studies of Crime and Delinquency. "The Center program . . . encompasses problems in areas of individual and community mental health that are also of concern to law enforcement agencies, criminal justice agencies, and other public and private agencies . . ." This is primarily accomplished through research and training grants awarded to successful applicants for "the development of . . . knowledge on sources and patterns" of criminal and delinquent behavior; "the development . . . and evaluation of new program models" to cope "with these types of behaviors; special studies on critical issues in the area of law and mental health interactions; development of" more effective strategies for "application of behavioral and social service knowledge to the solution of crime and delinquency problems; dissemination . . . of research findings; and consultation and technical assistance . . . with respect to mental health aspects of crime, delinquency, and social deviance" at all governmental levels. (CSCD, 1973) Some specific areas of interest to the Center currently are diversion, particularly of status offenders and mentally disordered persons, from the criminal justice system into effective community-based programs; the sociological and psychological effects of labeling offenders; and the development of more accurate instruments and methods for the prediction of dangerous.

Dr. Bertram S. Brown, NIMH Director, spoke briefly concerning some of the conflicts which his agency faces in determining how to distribute its research and training funds now that the NIMH budget is on the decrease. Dr. Saleem Shah, Center Chief, expanded upon this theme. He asserted that research for research's sake is not a responsible funding criterion when public monies are the source of the funds; it has become essential that research be relevant to real and significant social problems. Consequently, in awarding its research grants, the Center is frequently forced to struggle with deciding how much to compromise between the rigor and orderliness of a proposal and its applicability to solutions for real problems.

Elizabeth Kutzke, Staff Sociologist, described a number of Center projects which are being shared with other NIMH units. Included among these are issues concerning children's rights, especially concerning child abuse and runaways; and associated with rape, specifically the attitudes of the attacker and of the victim, the services available to victims, tapping unreported cases, and the relationship between the attacker and the victim.

Problems and goals of community mental health services was discussed by Dr. Harold Goldstein, Chief, Community Mental Health Services Support Branch, Division of Mental Health Service Programs. For several years the federal government has had a commitment to assist in the development of comprehensive community mental health facilities serving defined geographical regions (cachment areas) with populations between 75 and 200 thousand. Each federally funded center is required to provide five basic services: outpatient care, inpatient care, partial hospitalization (day and weekend care), emergency care, and indirect services (consultation and education). In addition to these, the program has also strived to have several additional system goals met:

1. Continuity in services from the state hospital to community facilities;
2. Accessibility of services, geographically, economically, psychologically, culturally, and procedurally; and
3. Responsiveness to the consumers, a feature which can be provided through citizen operating boards which oversee the functioning of a center.

Unfortunately, funds for new facility construction have been terminated under the assumption that the states should now take the initiative for these programs.

A depressing NIMH training overview seemed to be the theme of Dr. Sherman Nelson (of the Psychology Section, Behavioral Sciences Branch, Division of Manpower and Training Programs). Essentially, his message was that no new funds would be available for training in psychology, psychiatry, social work, or nursing, and funds for existing programs will be withdrawn as the students who are receiving support are graduated. (Recent successful anti-impoundment suits have improved the general outlook for training grants. - Ed.) Nevertheless, according to Dr. Calvin Frederick, Center Training Section Chief, a few particularly innovative training programs will be awarded grants. An existing example is a project comparing the performance of M.S.W.'s with that of B.A. and B.S.W. degree holders as probation and parole officers.

Grant management and the research process was the subject of Art Leabman, Executive Secretary for the Crime and Delinquency Review Committee. He described a five-step process by which a research proposal is evaluated and funded: development, formal review, funding, monitoring, and examining results. Development is primarily the applicant's function, but the Center willingly provides informal feedback on the merit of an idea of the strength of a proposal before it is formally submitted. Formal review is performed by the Crime and Delinquency Review Committee, a group of behavioral science professionals from outside NIMH. This

committee examines the proposal for strength of scientific method, social relevance, and the adequacy of the protection it provides for the subjects. A summary report of its findings and decision is subsequently reviewed by the National Mental Health Council, which has the power to reverse the Review Committee's decisions. Once a proposal is approved, whether it is funded or not depends upon the availability of monies. A project is monitored by regular progress reports, and, once completed, the research findings are re-examined for relevance as well as for conclusiveness.

Currently, an especially sensitive consideration is the protection provided to human subjects in a research design; a frequent problem is the use (or abuse) of institutional files of mental patients, prison inmates, and school children. Therefore, NIMH requires that the possible consequences and risks of a study be fully explained to subjects and that their participation be totally voluntary. Also an issue here is the competence of many subjects to truly consider all the consequences in giving consent. Many mental patients and school children could not. In any case, strict confidentiality is required. Often this involves coding of information on individual subjects and contracts with participating agencies that they will not attempt to seek any information generated from a study that may be detrimental to a client.

The Center has published a fair number of monographs and reports relevant to criminal justice professionals. A list of these begins on the next page. Those with identification numbers beginning with "SN" can be ordered from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402. Those with numbers beginning with "HSM" can be obtained directly from the Center for Studies of Crime and Delinquency.

CENTER FOR STUDIES OF CRIME AND DELINQUENCY

Published Monographs and Reports

1. Douglas, J.D. Youth in Turmoil: America's Changing Youth Cultures and Student Protest Movements. 1970 (SN 1724 0073). \$1.00
2. Bittner, E. The Functions of the Police in Modern Society. 1970 (SN 1724 0074). \$.55
3. Shah, Saleem A. Report on the XYY Chromosomal Abnormality. U.S. Government Printing Office, 1970 (SN 1724 0091). \$.60
4. Schwitzgebel, R.K. Development and Legal Regulation of Coercive Behavior Modification Techniques with Offenders. 1971 (SN 1724 0075). \$.45
5. Lemert, E.M. Instead of Court: Diversion in Juvenile Justice. 1971 (SN 1724 0076). \$.50
6. Zimring, F.E. Perspectives on Deterrence. 1971 (SN 1724 0102). \$.55
7. Schrag, C. Crime and Justice: American Style. 1971 (SN 1724 0142). \$1.00
8. Civil Commitment of Special Categories of Offenders. Prepared by William L. Hickey and Sol Rubin, 1971 (SN 1724 0108). \$.20
9. Community-Based Correctional Programs: Models and Practices. Prepared by Eleanor Harlow, J. Robert Weber, and Leslie T. Wilkins, 1971 (SN 1724 0107). \$.30
10. Crime and Delinquency Research in Selected European Countries. Prepared by Eugene Doleschal with assistance from Prof. I. Anttila, 1971 (SN 1724 0014). \$.25
11. Criminal Statistics. Prepared by Eugene Doleschal with assistance from Leslie T. Wilkins, 1971 (SN 1724 0225). \$.25
12. Diversion from the Criminal Justice System. Prepared by Eleanor Harlow, J. Robert Weber and Fred Cohen, 1971 (SN 1724 0106). \$.25
13. Graduated Release. Prepared by Eugene Doleschal, 1971 (SN 1724 0120). \$.25
14. The Juvenile Court: A Status Report. Prepared by Jeffrey E. Glen and J. Robert Weber, 1971 (SN 1724 0109). \$.25
15. Geis, G. Not the Law's Business? An Examination of Homosexuality, Abortion, Prostitution, Narcotics and Gambling in the United States. 1972 (SN 1724 0237). \$1.50
16. Turk, A.T. Legal Sanctions and Social Control. 1972 (SN 1724 0245). \$.45
17. Warren, M.Q. Correctional Treatment in Community Settings: A Report of Current Research. 1972 (SN 1724 0247). \$.35
18. Eckerman, W.C. Directory of Institutions for Mentally Disordered Offenders. 1972 (DHEW Publication No. HSM 72-9055). \$.25
19. Eckerman, W.C. A Nationwide Survey of Mental Health and Correctional Institutions for Adult Mentally Disordered Offenders. 1973 (DHEW Publication No. HSM 73-9018). FREE
20. McGarry, A.L., et al. Competency to Stand Trial and Mental Illness. 1973 (DHEW Publication No. HSM 73-9105). \$.65
21. Achievement Place: A Model for Delinquency Treatment. 1973 (DHEW Publication No. HSM 73-9078). FREE
22. Research and Human Services. Prepared by David Twain, Eleanor Harlow, and Donald Merwin. 1971. (SN 1724 0223). \$.50
23. The Role of Federal Agencies in the Crime and Delinquency Field. Prepared by NIMH Center for Studies of Crime and Delinquency. (SN 1724 0054). \$1.25

NIMH

I was impressed by the concern that the staff of NIMH showed for conducting research that is relevant to current social issues and problems. The agency seems to have very high contact with reality which is a typical of the majority of government agencies. The agency's objectives seemed to be built around service to the public rather than servicing the needs of academic or the government bureaucracy. I believe that such a policy can only be the result of a good staff who must constantly struggle to keep the agency free from governmental influences.

I was particularly impressed by the idea of public accountability presented by Dr. Shah. I only wish that more academicians would come down from their ivory towers. Most of the research on social issues is published in an obscure report which sits on a shelf unnoticed. Without the findings being implemented into programs. As I see it, in this case, knowledge for the sake of knowledge is a total waste of valuable resources. I believe we have to move away from the model of the "sure" scientist to one of the scientist as an involved change agent.

I found the presentation on community mental health services very interesting although not particularly relevant for a group of correctional psychology students. However, I do believe that the community mental health approach can serve as a model for the delivery of services to a community-based correctional facility. Perhaps correctional facilities should also be amenable to the needs of a particular community rather than having a uniform policy set by a state or federal board of corrections. I believe that community involvement is the only way that institutions can be safeguarded. Community involvement would also help change the public's attitude toward removing undesirable from society and forgetting about them, an attitude which is not practical in a society that is as crowded together as ours.

I also found Ms. Kutzke's presentation on child abuse interesting and a very important area for investigation. Rape is also an area in which almost no research has been done and I agree with her that men's attitudes toward women play an important role in rape.

NATIONAL INSTITUTE OF MENTAL HEALTH

Specific Program Comments
(Center for Studies of Crime and Delinquency)

It was my understanding that the CCD section of NIMH had the combined role of undertaking and fostering research, as well as to promote the application of research findings. It was unfortunate that NIMH funds in general had been cut because this appears to me to be an area with a real need for research. There specifically, the extreme cutbacks in training programs may have been paradoxical, since in the long run efficient training may have helped to prevent crime to the point of saving the government much more than the cost of the original training projects.

Mrs. Kutzke's comments about special NIMH programs and liaison with other units within NIMH made several points. I was interested in her discussion of children's rights, - i.e. the separation of rights of the family, rights of the children, and rights of the state. In making decisions including removing the child from the home in cases of parental neglect, these boundaries can become very important.

The description of community mental health centers was also informative. I would agree that these facilities have the potential for providing better care than state hospitals, yet at the same time there is the danger of having the YARVIS syndrome develop in the type of patients treated (e.g. Young Attractive, etc.) This appears to me to be a problem of program accessibility to those with greater needs (ie Less intelligent, lower socio-economic levels, etc.)

General Comments and Impressions

Dr. Weber organized a very interesting day for us, and I believe that I learned a great deal from our visit as a result. The different speakers together presented a picture of a well structured government agency, with established procedures for giving out grant money. It was depressing to think about the important needs for research in these areas, and at the same time the corresponding cutbacks in Federal funding.

Of the different speakers who talked with us I learned the most from those who came with some organization as to what they wanted to say. Those others who tended to rely almost entirely on our questions were not as helpful, since we needed some minimal understanding of the nature of their job in order to formulate our job.

Despite assertions to the contrary I did get the sense that there was a certain amount of politics involved in the institute. Not so much in the process for reviewing grant proposals, but more in the overall bureaucratic organization of the institute.

Of the different speakers we heard I was most impressed by Dr's Brown and Shah. It seemed to me that these two had gained a good perspective on how the organization worked, to the point where they could be maximally effective in getting their plans implemented.

NATIONAL INSTITUTE OF MENTAL HEALTH
Center for Studies of Crime and Delinquency

The presentations at NIMH were well-organized and gave a representative overview of the involvement of the Center for Studies of Crime and Delinquency. The visit was enlightening in terms of the goals and priorities set for national research and training in the areas of crime and delinquency.

The present shift in emphasis to "mission oriented" research is particularly exciting. The need for basic scientific research still exists, but social problems have become so severe that relevant, applicable data are essential. The priorities of the Center in the areas of de-criminalization, community alternatives, diversions, and the labeling process of necessity will lead to softer areas of research. However, the resultant information should hopefully have a broad impact on social policy and development.

The interdisciplinary complexion of the Center is reflected in its efforts to effect interagency cooperation in the areas of child abuse, runaways, and rape. The cooperation of different agencies with different areas of expertise to attain a common goal should result in a broader impact and in less esoteric, compartmentalized information.

The model community mental health center presentation was interesting particularly for its application to the field of correctional services. The ideas of continuity of care, accessibility of services in all aspects, and responsiveness to the needs of the community are ones which should be implemented in planning for future community correctional facilities and programs.

The information provided about training and grant management is especially relevant to graduate students and prospective researchers. The precarious position of federal funding made it difficult to really discuss training. Hopefully, the present political situation will be successfully resolved and training will resume normality. In addition to the technical information on grant application and award, the issue of protecting human research subjects was fascinating. The current concern with individual and civil liberties should be most acute in the professions which potentially will have the most effect on human beings.

In summary, I was very impressed with the presentations at the Center for Studies of Crime and Delinquency. The personnel seemed concerned and committed to making viable changes in our present system.

NIMH: CENTER FOR CORRECTIONAL STUDIES

I got two distinctly different impressions as to the orientation of the Center. First, I heard that the Center is primarily interested in the scientific merit of the projects which it funds, while the social problem solving aspects are relegated to a secondary position. Later on, I heard that the Center should be concerned with relevant social problems and should not contribute to the further cluttering of the system with unnecessary research done only to forward the position of the researcher. These two views seem to be polar opposites, which leads me to conclude that the Center may be in the process of attempting to define its role. I must cast my lot with the latter view, as I feel that scientific research which competes with the overall social system is doing little if any good.

It was rather shocking to learn of the withdrawal of support for graduate students now on NIMH grants. The entire issue raises some very pertinent questions about the future of higher education and the professions in this country. Are we returning to a system of education for the wealthy? Will these types of cutbacks eventually lead to far fewer persons enrolled in our universities? These are important questions to which I did not hear any answers in our meeting.

The program which is attempting to understand the problems of children appeared to be a particularly good effort which has a good amount of direct applicability to society. The concept of short term shelters for children who run away from home, is a forward looking idea. When a juvenile runs away from home we put him in a school for delinquent youth. There exists an obvious problem in the home, most likely with the parents - but we don't send the parents to be "rehabilitated" when the child runs away. Something is clearly wrong with the way the Mental Health and Justice agencies currently handle troubled children.

With community treatment as fashionable as it now seems to be, the thorough explanation of the Community Mental Health Center Program was much appreciated. The concept of Continuity of Care has to be the way of the future in both mental health and other health care. Any effort which attempts to avoid duplication of services and costs while providing an efficient method for moving patients from one needed area of service to another must be applauded. The number of Mental Health Centers now functioning is impressive, as is the percentage of persons receiving care at these centers. My concern is in the area of staffing the centers. The use of workers from various allied health professions in the centers is a very positive step, as is the use of volunteers. Yet, my concern arises from the rather poor quality individual whom I have seen in the role of mental health professional in several of the centers.

As I perceive it, the Center for Correctional Studies is experiencing a bit of a struggle between scientific correctness and social applicability. Many of the projects on which we were briefed combined both of the above philosophies quite compatibly. Although I felt that the strict emphasis on scientific design for project approval was rather pompous, I am certain that a grant would be funded to a project which had great social applicability even though its scientific design may not be the best. At least, I hope that this would be the case.

by M. L. Pike

NIMH: CENTER FOR STUDIES OF CRIME AND DELINQUENCY

The most positive aspect of the Center seems to be its commitment to mission-oriented, practical research. As Saleem Shah stated, effective application of present knowledge is needed, and to demand more and more new knowledge is simply a waste of time and money. Art Leabman added to this statement, as he described the mission of the grant review committee, saying that "people's research" with built-in accountability is what the committee wants.

Additionally, the programs described by Ms. Kutzke concerning inter-agency co-operation for the prevention of child abuse, runaways and rape seemed quite timely and necessary. Hopefully, practical application of knowledge is the primary goal.

Sherman Nelson shared one positive aspect of the impoundment of training funds by President Nixon, as he discussed the class action suit being brought by the National Association for Mental Health. A positive outcome in this case will carry great potential in preventing future administration efforts to curtail the functioning of governmental agencies.

Our visit to the Center was beneficial in providing a national picture of mental health/criminal justice research activities. For future groups, it might be helpful to brief the staff before the groups arrive as to who they are and what they want to know. In this way, needless repetition might be avoided.

AMERICAN PSYCHOLOGICAL ASSOCIATION
1200 17th Street, N.W.
Washington, D.C. 20036

The American Psychological Association has no specific commitment to corrections, but it was included on our itinerary because of the natural interest of a group of up and coming graduate students in psychology about the operation of their field's national professional association. A major share of the visit was devoted to individual contacts with APA staff members who were most immersed in dealing with issues of mutual interest. The activities commenced, however, with a group meeting in which a discussion of APA's involvement in handling unethical psychological practices dominated. Dr. Brenda Gurel, the Associate Director of the Office of Social and Ethical Responsibility, hosted this exchange. The association's committee on ethics, as well as those on accreditation, membership, finance, and the convention, is considered essential to its operation. A number of others operate peripherally. Prominent among Dr. Gurel's duties is the processing of complaints concerning the conduct of APA members. Ethical violations are ultimately reviewed by the full committee with the exception that anonymous allegations are ignored. The limit of the sanctions which the committee may levy upon a wayward associate is termination of his membership for a period of five years.

The APA is also concerned with maintaining a relevant set of written principles for the ethical conduct of psychologists. Recently an ad hoc committee has been considering current ethical issues, particularly in experimental research with animals and with humans, and revising the existing set of principles to deal with previously unforeseen difficulties. Dr. Miriam Kely described the work of the committee on ethical standards for human experimentation. The committee canvassed the association membership for actual critical incidents, both of practices considered unscrupulous and those demonstrating extraordinarily reputable methods. These were sifted, categorized, and at last condensed into a set of experimental ethics which incorporated a balance between risk to the subject and benefit to him and to science. The usefulness of these principles is considered to be limited to a five-year period before they again require revision.

In order to maintain its tax-exempt status, the APA has foregone the right to act as a Congressional lobbying agent. However, the organization's contacts are vast and it works to influence Congress by selectively notifying its members when action is imminent on legislation relevant to the interests of psychology. Members so notified may then use what influence they have as they see fit.

Student memberships are available to both graduates and undergraduates at a very low cost. Membership allows a student to attend APA conventions, where many very useful contacts can be made, and it allows the student to subscribe to APA journal publications at reduced fees from what a non-member would pay. Information about membership may be obtained by writing to the association.

AMERICAN PSYCHOLOGICAL ASSOCIATION

The informality of the meetings at APA was refreshing after the usual bureaucratic pow-wows. However, the informality lead to postponing at least two speakers. I felt that I never got a very clear idea of exactly what APA does or can do. The meetings individually with staff members were unique to APA and provided a chance to discuss in more detail things of particular personal interest.

Dr. Gurel provided insights into the workings of the Ethics Committee. The anecdotal information was entertaining and also very enlightening in terms of what types of cases are handled and how. It disturbs me that the Ethics Committee is limited in its power to initiate action and to more strictly enforce ethical responsibility. It would seem that the existence of the APA Ethics Committee is predicated upon the assumption that a written censure of the unethical behavior is sufficient to terminate it. I am not convinced that this is always the case. Even in extreme breeches of professional ethics the Committee is restricted to denying membership into APA for five years.

The attempts of the Division of Scientific Affairs to revise the ethical considerations of research with human subjects are quite interesting. The critical incident procedure is a survey technique that was not familiar to me. This technique seems especially applicable to revising standards which will have such widespread effect. The input of practicing psychologists incorporated with input from other professions should result in standards which are relevant to current issues in research and which provide the most desirable protection of human subjects.

AMERICAN PSYCHOLOGICAL ASSOCIATION

I was intrigued by the discussion concerning the Ethics Committee of the APA. However, the committee sounded more like a dog with a bit of a growl but no teeth with which to bite. The cost of eliminating a member against his wishes is almost prohibition. And for a psychologist in private practice, what does this action do? How many clients ask a therapist if he is a member of APA. I do foresee greater implications for a psychologist in an academic setting. I picture this committee as blowing in the wind.

I wish more discussion had centered around the use of human subjects and the practice of deception. In so many studies now, deception has become a way of life - it's sometimes considered odd to design a study without deception. I find myself agreeing with some psychologists who maintain that deception is unnecessary in the vast majority of studies and that in some cases, the researcher ends up deceiving him.

I was glad to hear that minority members are gaining positions on APA committees. While I would oppose any type of quota system, I believe that minority members can provide perspectives that otherwise are overlooked.

AMERICAN PSYCHOLOGICAL ASSOCIATION

Since a rather large portion of our visit to the APA was spent discussing professional ethics, a discussion of this topic seems to be a logical beginning point. The Ethics Committee of the APA appears to have very little power. Without any real clout, this committee seems to serve as a hand slapper and a signal of worse things to come for the deviant professional. From the dialogue which I heard, it appears that much of the business of the ethics committee is routine and that it handles rather petty matters. However, when the committee is handling an issue which is not petty in scope, the committee becomes a precedent setting body for the profession of psychology. It is to this point that I shall briefly address myself.

It appears to me that the decisions of the ethics committee are currently based on the combined personal opinions of those on the committee. Since the membership of the committee rotates, this seems to be a less than consistent method for determining professional ethics. It seems that some broad concepts of professional ethics are needed. Such concepts should be flexible in order that they may accommodate many ethical problems. Under the present system it seems terribly easy for someone to be pronounced unethical simply because that is the way it has always been done. Although I realize the problems involved in designing general ethical constructs, I see a need for something more concrete than the existent structure.

The ethical considerations tied in nicely to what we were told about the Office of Scientific Affairs. Regarding research with humans, the office is attempting to develop a system which is based on what changes have occurred and are occurring within our society. This appears to be a broad approach which will not suffer from professional precedents set years ago. This type of flexible ethical code is also needed by the ethics committee, as I have heretofore mentioned.

I was bothered by the fact that we were told about a study conducted on testing and minority groups, but that little elaboration followed. Merely stating that the psychological testing of minority groups was proven valid, says nothing. It seems to me that the persons at APA who were involved in this work may have had a vested interest in testing, thus the results of any such study must be seriously questioned.

It was extremely beneficial for me to hear people involved in psychology discuss the job opportunities of the future for psychologists. Such topics as saturation of the field and licensing of persons with less than a Ph.D degree are very real issues for persons entering the field.

AMERICAN PSYCHOLOGICAL ASSOCIATION

Our visit was too short to find out what all is going on within APA. However, some activities in which I am interested and about which I learned are mentioned here.

It was disturbing to hear from Brenda Gurel that few Master's level psychologists carry any power within the organization and how little recognition they receive. As a Master's candidate I am puzzled by this situation and want to know what can be done to change it.

Brenda also shared with us the reports of the Task Force of Women in Psychology. The recommendations made were good ones for the most part; it will be interesting to see other reports on the progress being made.

The most impressive piece of information shared with us concerned the work of the ad hoc committee on ethical principles for the conduct of research with human subjects. Psychologists are being accused, by such outspoken critics as the former Vice President of the United States, of misusing their "powers" and treating people as less than human. A handbook for ethical research procedures, if followed, will hopefully build accountability into research designs and reduce causes for criticism.

The movement within APA to take a more active stance in political-social issues is one about which I know very little (and did not hear discussed). It seems to be a necessary step for the sharing of knowledge with people outside the discipline who have influence in such issues and also a proper avenue for making psychology mission-oriented.

Once again, our visit to APA was much too short. A longer time to fan out into offices would have been more beneficial.

AMERICAN PSYCHOLOGICAL ASSOCIATION

At the American Psychological Association offices we talked first with Dr. Gurel of the Office of Social and Ethical Responsibilities. She processes telephoned and written complaints about APA members. Both she and the chairman of the committee must agree that an ethical violation has been committed before the matter is turned over to the full committee. They are investigating an average of fifty complaints at any given time. Sexual exploitation is a common one. The most severe sanction APA can administer is refusing to allow a therapist to continue to be a member of the association. This does not prevent his continuing to practice.

Dr. Miriam Keltly described her work with the Committee on Research with Humans. She described the Critical Incidents Procedure that they used. They asked psychologists to send in examples of actual incidents that raised ethical questions. Then they sorted these into categories and drew ethical principles from them. These represent actual concerns of today's psychologists. There are plans to repeat this entire process at the end of five years. I was impressed what a realistic method this was.

During the fan-out session I talked with Dr. Nazzio of the Educational Affairs Office. He told me that psychology is now being taught in the fourth and fifth grades in some areas. A half million high school students are being taught psychology by 11,000 teachers who are mostly bachelor's level and poorly trained. There are very few high school psychology texts. APA is developing modules for the teaching of psychology at this level. These will be two-week units and there will be more of them than can be used, so that the teacher will be forced to make selections among them and APA can avoid having created the "APA prescribed curriculum."

At the graduate level, the Educational Affairs Office has this year created its more comprehensive edition of Graduate Study in Psychology and it includes such features as the acceptance of each school and average GRE scores of students accepted last year. I wish such information had been available when I was applying to graduate school.

AMERICAN PSYCHOLOGICAL ASSOCIATION

The APA is an organization which I had contacted a couple of times in the past for information or publications, so it was particularly interesting to meet the people who run it and learn some of how it operates. Of what was presented, the most important, and potentially most consequential, function of the Association falls within the domain of the Ethics Committee. There is great benefit to be derived from having a strong statement of ethics for psychologists and providing for policing within the organization. Hopefully, the existence of national guidelines will serve to avert the institution of over-restrictive controls at the federal or state levels. However, since the APA has no jurisdiction over non-members, and one need not be a member to be a psychologist, it is doubtful that those who intend to be unscrupulous will even join. From that vantage point, the Ethics Committee seems hopelessly ineffective. Bothersome about the review process was the distance of the plaintiff and the defendant from the ruling board. This is not such a problem as long as the APA's most severe sanction is expulsion from the Association, but, if more cooperation between the APA and local licensing agencies arises, as there seems to be an attempt to foster, the potential for injustice to psychologists without due process is great. The APA has, I believe, a legitimate function in providing advice on standards and sanctions for unethical behavior in general to local government agencies, but I do not believe it to be the Association's function to work toward the revocation of any individual's license. The development and use of this sanction seemed to be implied during our meeting.

I was impressed by the Association's system of committees and boards, which provides that most of them be formed and dissolved as the need for solutions to major problems arises and is resolved. This, no doubt, has done much to help the organization avoid assuming rigid postures.

The atmosphere around the Association halls was very casual and unhurried, except in Jim Warren's office. This made for an interesting and entertaining conversation with those we met just filled with anecdotes, but which also denied us the opportunity to learn some of the other services offered by APA. If the next class of corrections students has the opportunity to visit the APA, a meeting which more clearly delineates the time and subject of each speaker would provide a better overview of the organization's functions.

The problem of information dissemination to young students with an emerging interest in psychology seemed to be conceptualized by Ronald Kurz. I suspect that many students choose the field while they are still very naive (I take myself as an example) and the taking of courses does little toward making them aware of the

specific daily functions which are the most time consuming for the psychologist. The informal account of several psychologists' days that Dr. Kurz described would be a significant contribution, even if only used by career counsellors. Should the book become a reality, I hope that the contributors keep in mind that their audience will largely be advanced high school and entering college students. It probably should be required reading in every introductory psychology course.

AMERICAN BAR ASSOCIATION/COMMISSION ON
CORRECTIONAL FACILITIES AND SERVICES
1705 DeSales Street, N.W.
Washington, D.C. 20036

The ABA Commission on Correctional Facilities and Services (CCFS) is aimed at mobilizing the special abilities of the legal profession to provide technical assistance, reform advocacy, and guidance to a wide range of correctional problems. It was established in 1970 with major grants from the Ford Foundation and the federal government being awarded the following year. The programs which were active at the time of our November visit included the Clearinghouse for Offender Literacy Programs, the National Volunteer Parole Aide Program, the National Pre-trial Intervention Service Center, the National Clearinghouse on Offender Employment Restrictions, the Statewide Jail Standards and Inspection Systems Project, the Resource Center on Correctional Law and Legal Services, the Correctional Officers Educational Program, and the Bar Activation Program for Correctional Reform.

The CLEARINGHOUSE FOR OFFENDER LITERACY PROGRAMS (Dr. John E. Helfrich),* co-sponsored with the American Correctional Association and the National Association of Public Continuing and Adult Education, was established in August 1973 "to stimulate and provide national guidance in the development of effective programs to reduce functional illiteracy among . . . the more than 400,000 incarcerated offenders (ABA, 1973B)." This project is not only gathering information on what programs are available and what needs exist, but is also making available easily comparable information about the multitude of existing commercial and public programs for beginning readers as well as technical assistance to systems and individual institutions in implementing new programs and upgrading current ones.

Volunteers have been making a significant contribution for many years in providing assistance to court and probation services for offenders. The NATIONAL VOLUNTEER PAROLE AIDE PROGRAM (Jim Lilianthal) is a larger effort to demonstrate that volunteers, particularly young lawyers, can, as assistant parole officers or aides to single offenders, operating under the supervision of parole professionals, bolster the effectiveness and flexibility of the existing system. Expected byproducts for the young lawyers involved in this program are a valuable "direct

*The individual whose names follow each project's title are the persons who spoke to our group about that project. Generally, these are either the directors or assistant directors for that project and are the most likely persons to contact for further information.

clinical experience in parole supervision and the problems existing in this area . . . and [the development of an appreciation for] the needs of effective parole services to make them advocates for increased resources . . . as they exercise leadership roles in the community (ABA, 1971)."

This program is being activated only where it is "consistent with the state comprehensive law enforcement plan and related correctional programs and where the state correctional agency responsible for parole supervision and management has indicated an interest in participation (ABA, 1971)." As of November 1973, twenty-five states were participating. Although the ABA is providing national coordination including training and consultation, publication of a newsletter for participating states, clearinghouse services on local techniques and variations, resolution of recurring technical, legal and role questions, and a national evaluation effort, the long-range goal is to establish state or federal funding for the individual programs and then to leave them to continue developing independently.

Pretrial intervention, although not a new concept, is a relatively radical approach to corrections in that it provides a "community-based rehabilitation alternative" to prosecution. Unlike the many informal diversion practices, such as police referrals and juvenile intake adjustments, the programs developed by the NATIONAL PRETRIAL INTERVENTION SERVICE CENTER (Arnold Hopkins, Frank Jasmine, and Michael Biel) involves "prosecutor-initiated pretrial intervention referrals . . . based on (i) formal eligibility criteria; (ii) a coordinated program of vocational training, counselling, job placement, and other helping services; and (iii) a real alternative to official court processing, i.e., dismissal of formal charges for successful participants (ABA, 1973a)."

The scope of ABA involvement is two-fold. "On the basis of need, receptivity and potential resources," ten to fifteen cities are being selected in which to establish demonstration programs. The National Center is providing assistance "through (i) the organization of conferences to stimulate interest; (ii) coordination of local court, prosecution, manpower, and social welfare agencies to develop a plan of action; and (iii) continuing and comprehensive support services ranging from project design and model conceptualization through identification of funding sources, proposal formulation, and provision of operational resource data and materials (ABA, 1973a)." In addition, clearinghouse services will be maintained in order "to entice prosecution, court and social service agencies in [other] major urban areas to consider and establish adult and juvenile intervention service units (ABA, 1973a)."

"Clearinghouse guidance and technology utilization packages will include a pretrial community services planning manual;

special formats for statewide and regional programs; techniques for rural diversion operations; and special monographs on organization, staff training, resources, legal problems, and evaluation methods. The Center will also seek to maintain data files on formalized diversion programs other than the pretrial intervention model (police diversion, deferred adjudication without services, etc.) (ABA, 1973a)."

The NATIONAL CLEARINGHOUSE ON OFFENDER EMPLOYMENT RESTRICTIONS (Jim Hunt) is seeking to identify "those laws, court decisions, policies, regulations, and practices that prevent or limit a former offender's employment opportunities." Particularly frequent are restrictions on bonding, public employment, and occupational licensing. In addition, the Clearinghouse disseminates "information relating to the removal or modification of unreasonable restrictions on employment opportunities for ex-offenders." Information is made "available to provide technical assistance to legislators and other persons interested in developing remedial legislation or otherwise attacking the problem. Several publications to assist in the removal of employment restrictions and to provide information on manpower programs for offenders" are also available. Cooperating with the ABA on this program are the U.S. Department of Labor and the National Alliance of Businessmen.

STATEWIDE JAIL STANDARDS AND INSPECTION SYSTEMS PROJECT (Jane McKeown). "Many of the nation's jails and local detention facilities remain a blight on the correctional scene, offering, perhaps, the most degrading and inefficient environment for handling offenders in the whole spectrum of correctional institutions and facilities (ABA, 1972a)." In order to overcome these inadequacies a "well-conceived, fairly enforced state standard" offers some hope for reform. However, "a majority of states have no authority to set or maintain standards of operation for local jails, and, among those states that do, probably not more than half use the authority with any measure of effectiveness (ABA, 1972a)."

This "project [is intended to] launch a national leadership effort to encourage establishment of strong jail inspection and standards systems, through adoption of model legislation, regulations, and inspection and compliance systems. The best state systems now operative will be presented as models, and the needs and advantages of inspection systems communicated to state and local bar and public interest groups. Consulting and technical assistance resources (including appropriate written materials and manuals) will be made available. In this effort, the principle of county and local government participation in formulating the standards applicable to their facilities will be stressed. If successful, this effort will help produce a permanent structure for improvement and accountability of jail and juvenile detention facilities and services (ABA, 1972a)."

Among the major areas of concern of the NATIONAL RESOURCE CENTER FOR CORRECTIONAL LAW AND LEGAL SERVICES LAW REFORM (Richard Friedman) are the rights of prisoners, sentencing, parole and probation, alternatives to incarceration, and civil disabilities. An ABA brochure on this project describes its activities:

1. "Assistance to Legal Services Programs. The Project will provide manuals and information relating to specific areas of correctional law, such as model briefs, pleadings, etc., as well as collected data on specific practices within the various state jurisdictions."

2. "Law Reform Litigation. In selected cases involving major issues of correctional law, the Project will file amicus curiae briefs, either at trial or appellate level. It will also provide assistance and technical advice either through a member of the staff, or through one of four consultants, to local attorneys in their original actions and appeals."

3. "Publications. The Project will co-sponsor the Prison Law Reporter in order to provide attorneys with up-to-date information of activities in the field. The Center will also distribute and supplement a compendium of model acts and standards in the correctional field, and publish occasional monographs on specific areas such as mail censorship, due process in disciplinary proceedings, medical care, etc."

4. "Legislative Reform. The Project will provide model correctional statutes and administrative regulations and will make available technical assistance to legal services, bar associations, public interest organizations, correctional administrators, and governmental agencies."

The CORRECTIONAL OFFICER EDUCATION PROGRAM "has sought to increase the enrollment of prison guards in junior college programs. Correctional officers are the largest group of workers in the correctional system and the ones in most frequent and direct contact with the adult or juvenile offender. The object is to help them understand and better perform their jobs. Already the goal of doubling the number of colleges with corrections curricula has been realized. More than 100 programs are now active across the country, compared with less than 40 when the project began in late 1971. The ABA's partner in this effort is the American Association of Community and Junior Colleges (ABA, 1972c, p. 8)."

The BAR ACTIVATION PROGRAM FOR CORRECTIONAL REFORM (Robert C. Ford) is an outgrowth of the concern for reform demonstrated by the Chief Justice of the United States, a succession of ABA

presidents, and other leaders of the legal profession. The program was established "to (i) act as a catalyst in the formation of new bar committees on correctional improvement and (ii) stimulate and assist existing committees by providing them with information, materials, and suggestions for projects, and, to the extent resources permit, furnishing technical assistance in project implementation (ABA, 1972B)."

Other projects of the Center which were not covered in great detail during our visit include: the Correctional Economics Center, the Prison Medical Services Project, the Attica Documentary Film, and the Minority Recruitment Campaign. From these and the projects discussed, a long list of publications have resulted. The list as of July 1973 with information concerning how to obtain copies follows.

July, 1973

Cooperation Bulletin No. 8 (rev.)

PUBLICATION AND MATERIALS LIST

This brochure lists publications, materials, and releases available from the Commission on Correctional Facilities and Services and its following associated programs:

National Volunteer Parole Aide Program
National Clearinghouse on Offender Employment Restrictions
Correctional Officers Educational Program
Resource Center for Correctional Law and Legal Services
Statewide Jail Standards and Inspection Systems Project
Bar Activation Project for Correctional Reform
National Pretrial Intervention Service Center
Clearinghouse on Offender Literacy Programs

Single copies of all items listed and multiple copies of most are available to bar groups, professional associations, public interest organizations, and interested individuals. Requests should be directed to the Commission at its Washington offices, 1705 DeSales Street, Washington, D.C. 20036 which is also the mailing address for inquiries to any associated project. In addition to issuances of the various ABA corrections programs, it will be noted that selected publications and reprints of other organizations have been made available to and may be obtained from the Commission. These were chosen because of special relevance or value to the professional and public interest community which the Commission seeks to serve in its effort to improve correctional systems and capabilities.

PROJECT HANDBOOKS AND MONOGRAPHS

REMOVING OFFENDER EMPLOYMENT RESTRICTIONS

Handbook on Remedial Legislation and Other Techniques for Alleviating Formal Employment Restrictions Confronting Ex-Offenders

— ABA National Clearinghouse on Offender Employment Restrictions (Manpower Administration Contract No. 82-11-72-02), 20 pp. plus appendices—May, 1972

EXPANDING GOVERNMENT JOB OPPORTUNITIES FOR EX-OFFENDERS—

State Laws and Practices Restricting the Public Employment of Ex-Offenders and Recommendations for Modification

— ABA National Clearinghouse on Offender Employment Restrictions, 12 pp.—August, 1972

COMPENDIUM OF MODEL CORRECTIONAL LEGISLATION AND STANDARDS

Over 25 model acts, compacts, and sets of black letter standards in major correctional areas along with law charts, national organization policy positions, and study commission recommendations—all for use as a legislative and regulatory drafting and planning guide.

— Commission with Council of State Governments, 590 pp. (remaining copies at \$3.50 softbound and \$5.00 looseleaf binder)

SURVEY OF STATE STANDARDS AND INSPECTION LEGISLATION FOR JAILS AND JUVENILE DETENTION FACILITIES

Survey and analysis of legislation in all 50 states concerning standards, inspection, and enforcement of acceptable conditions in local jails and juvenile detention facilities, plus model legislation, jail statistics, and study commission recommendations.

— ABA Statewide Jail Standards and Inspection System Project, 30 pp.—August, 1972

VOLUNTEER PAROLE AIDE RESOURCE AND INFORMATION MANUAL

A compilation of training articles, materials, and reference data for new volunteers.

— ABA National Volunteer Parole Aide Program, 50— pp. (Misc. articles and materials for state projects)—August 1973 rev.

GUIDE FOR STATE PROJECT DEVELOPMENT AND ORGANIZATION—PAROLE VOLUNTEER PROGRAMS

General handbook on organization and implementation of parole volunteer projects including staff roles, use of steering committees, solicitation and training of volunteers, data collection, funding, etc.

A CORRECTIONAL MUST . . . INCREASED STAFF RECRUITMENT FROM MINORITY GROUPS

MINORITY RECRUITMENT IN CORRECTIONS . . . NEW FEDERAL AID REQUIREMENTS

Two pamphlets addressing problem and need for increased minority representation among correctional staffs and administrators. One brochure focuses on general need and special efforts in four major systems and the other on new Justice Department equal opportunity regulations as they bear on minority recruitment and facility site selection.

PRISONERS' RIGHTS LITIGATIONAL MANUAL

A collection of practitioner-oriented summaries and analyses of key correctional law problem areas—includes monographs on prison law libraries, medical treatment rights, due process in disciplinary hearings, mail censorship, and litigation remedies.

LAWS, LICENSES AND THE OFFENDER'S RIGHT TO WORK

A study of state laws restricting the occupational licensing of former offenders with model legislation and regularity issuances.

SURVEY OF PAROLE REVOCATION PROCEDURES

A study of state parole board compliance with the Supreme Court decision in *Morrissey v. Brewer*

PROVIDING LEGAL SERVICES TO PRISONERS

An analysis and report covering constitutional requirements, the need for legal services, existing programs, law library facilities, and a model for delivery of legal services to prisoners

DIVERSION FROM THE CRIMINAL JUSTICE SYSTEM . . . TECHNICAL ASSISTANCE HANDBOOK ON PRETRIAL INTERVENTION TECHNIQUES AND ACTION PROGRAMS

Collection of readings, statistics, program sketches, court rules, proposed legislation, and national commission standards on pretrial intervention and deferred prosecution programs.

LEGISLATING FOR CORRECTIONAL LINE OFFICER EDUCATION AND TRAINING

Analysis of role of legislature, legislative initiatives to stimulate adequate training and education for line officers, career incentives and standards mechanisms for this purpose, groups whose support is needed, and problems to be dealt with.

STANDARDS AND MATERIALS ON MEDICAL AND HEALTH CARE IN JAILS, PRISONS, AND OTHER CORRECTIONAL FACILITIES

Collection of national organizational recommendations, state standards, surveys and reports, legal remedy materials, and information on current medical profession involvement in delivery of medical and health care services in jails and prisons.

— ABA National Volunteer Parole Aide Program, 30+pp. including appendices and forms—Aug. 1973

— Commission on Correctional Facilities and Services, 10 pp.—September, 1972

— Commission on Correctional Facilities and Services, 8 pp.—June 1973

— ABA Resource Center on Correctional Law and Legal Services, 235 pp.—1973

— ABA National Clearinghouse on Offender Employment Restrictions, 70 pp. including summary charts—January, 1973

— ABA Resource Center on Correctional Law and Legal Services, 42 pp.—1973

— ABA Resource Center on Correctional Law and Legal Services, 85+pp.—1973

— ABA National Pretrial Diversion Service Center, 66 p.—1973

— American Assn. of Junior & Community Colleges and ABA Resource Center on Correctional Law and Legal Services, 16 pp.—1973 (H. Perlman, author)

— ABA Resource Center on Correctional Law and Legal Services, 90 pp.—1973

NEWSLETTERS, PERIODICALS AND BULLETIN SERIES

THE PAROLE RELEASE

— Commenced February, 1972 (every other month), National Volunteer Parole Aide Program

OFFENDER EMPLOYMENT REVIEW

— Commenced March, 1972 (every other month), National Clearinghouse on Offender Employment Restrictions

PRISON LAW REPORTER

— Commenced October, 1971 (every month), ABA Young Lawyers Section with cosponsorship (since October 1972) of ABA Resource Center on Correctional Law and Legal Services (paid subscription availability)

BAR PROFILES IN CORRECTIONAL REFORM

— Commenced January, 1973 (no regular release schedule—estimated six profiles per year), Bar Activation Program for Correctional Reform

JAIL STANDARDS AND INSPECTION CLEARINGHOUSE BULLETINS

— Commenced March, 1973 (no regular release schedule—estimated six bulletins per year), Statewide Jail Standards and Inspection Systems Project

LAW REFORM COORDINATION BULLETINS

— Commenced January, 1973 (No regular release schedule) Resource Center on Correctional Law and Legal Services

PRETRIAL INTERVENTION CLEARINGHOUSE BULLETINS

— Commenced July 1973 (No regular release schedule) ABA National Pretrial Intervention Service Center

COORDINATION BULLETINS

- State Bar Committees on Correctional Improvement (#1) —December, 1971 (7 pp.)
- Local Action Primer—Corrections Excerpts, "Marshalling Citizen Power Against Crime," U.S. Chamber of Commerce (#2) —August, 1971 (29 pp.)
- Project Briefs—National Volunteer Parole Aide Program for Young Lawyers (#3) —October, 1971 (2 pp.)
- Project Briefs—Correctional Officers Educational Program (#4) —January, 1972 (2 pp.)
- Project Briefs—National Clearinghouse on Offender Employment Restrictions (#5) —February, 1972 (2 pp.)
- The People of the ABA Corrections Program—A Directory (#6) —March, 1972 (15 pp.)
- Survey of State and Local Bar Activity in Corrections (#7) —January, 1972 (21 pp.)
- Publications and Materials List—ABA Corrections Program (#8) —September, 1972 (12-fold brochure)
- Project Briefs—Statewide Jail and Detention Standards Project (#9) —June, 1972 (2 pp.)
- Bar Programs for Correctional Improvement—First Year Progress Report (#10) —August, 1972 (4pp.) (reprint—American Journal of Correction) —November, 1972
- Prison Law Libraries—A Prune Focus for Bar Assistance (#11) —December, 1972
- Correctional Code Reform as a Bar Public Service Activity (#12) —January, 1973
- Project Briefs—Bar Activation Program for Correctional Reform (#13) —January, 1973
- Survey of Legislation, Regulations and Policies Supportive of Correctional Officer Education (#14) —February, 1973
- Survey of Line Officer Educational Needs (#15) —February, 1973
- Analysis of State Law Enforcement Plans re Role of 2-Year Colleges in Correctional Education (#16) —April, 1973
- Project Briefs—National Pretrial Intervention Service Center (#17) —June, 1973
- Project Briefs—NSP Study of Policy Related Research on Pretrial Diversion (#18) —June, 1973
- Statewide Jail Standards Legislation As a Bar Priority (#19) —July, 1973

ARTICLE AND SPEECH REPRINTS

"Landmark Calls for Correctional Reform"

- Chief Justice (W.E. Burger) —No Man Is An Island (4 pp.)
- U.S. Attorney General (J.N. Mitchell) —New Doors, Not Old Walls (7 pp.)
- ABA President (L. Jaworski) —The Challenge and the Response (2 pp.)
- A Governor (R.W. Scott) —The Bar That Improves the Bars (4 pp.)
- A Law Professor (N. Morris) —Outside Looking In: Snail's Pace of Penal Reform (14 pp.)
- A Grant Administrator (R.W. Velde) —A Shot in the Arm for Corrections (4 pp.)
- A State Bar President (R.C. Thomsen) —Inaugural Address—Maryland State Bar Association (2 pp.)
- A Criminologist (H.W. Mattick) —The Cloacal Region of Corrections (9 pp.)
- A Practicing Lawyer (R.J. Kutak) —Outside Looking In: Grim Fairy Tales for Prison Administrators (16 pp.)
- A Research Administrator (R.A. McGee) —What's Past Is Prologue (10 pp.)
- A Trial Judge (A.L. Higginbotham) —Is Yesterday's Racism Relevant to Today's Corrections (16 pp.)
- Chief Justice (W.E. Burger) —Address at National Conference of Corrections, Williamsburg, Va. (3 pp.)
- A Local Corrections Administrator (W.E. Moore) —A Human Approach to Prison Reform (2 pp.)
- Chief Justice (W.E. Burger) —We Refuse to be Responsible for the People We Imprison (4 pp.)

Correctional Law Reprints

- Legal Aspects of Parole Supervision — 1971 (7 pp.), ABA National Volunteer Parole Aide Program (S. Rubin, author)
- Correcting the Correctional System: A Responsibility of the Legal Profession — 1971 (10 pp.), from OEO Clearinghouse Review (S. Bass, author)
- An Introduction to Prison Reform Legislation — 1972 (10 pp.), from OEO Clearinghouse Review (A. Fitch and J. Tepper, authors)
- The Captive Patient: Treatment of Health Problems in American Prisons — 1972 (12 pp.), from OEO Clearinghouse Review (S. Alexander, author)
- Morrissey v. Brewer: Implications for the Future of Correctional Law — 1972 (3 pp.), from OEO Clearinghouse Review (R. Singer, author)
- Court Decisions and Jail Improvement—A String in the Reform Bow — 1973 (3 pp.), article from The American County, journal of the National Association of Counties (R. Hand, author)

Other Reprints

- Employment Problem of Released Offenders — 1971 (6 pp.), article from *Manpower*, official journal of Manpower Administration, U.S. Department of Labor
- Jobs for Ex-Convicts — 1972 (3 pp.), reprint from *Onboard*, publication of National Alliance of Businessmen
- Line Officer Educational Needs—Consensus Among Correctional and Academic Administrators — 1972 (2 pp.), reprint from *American Journal of Correction* (A. Korim and J. Johnson, authors), ABA/AAJJC Correctional Officers Education Program
- Bar Involvement in Correctional Reform—Challenge and Dilemmas — 1973 (5 pp.), article from *Brief/Case*, journal of San Francisco Bar Assn. (D. Skoler, author)
- ABA's Statewide Jail Standards Project — 1972 (3 pp.), reprint from *The American County*, journal of the National Association of Counties (R. Hughes, author)
- The Bar's Responsibility for Prison Reform — 1973 (7 pp.), reprint from *Alabama Lawyer*, journal of the Alabama Bar Association (R. Ford, author)

REPORTS AND GENERAL LITERATURE

Perspectives on Prison Legal Services: Impact and Potential for Law School Involvement — 1972 (19 pp.), LEAA National Institute for Law Enforcement and Criminal Justice (summary project report of Boston University Law School Center for Criminal Justice)

New Roles for Jails—Guidelines for Planning — 1969 (26 pp.), U.S. Bureau of Prisons

Community Work—Alternative to Imprisonment — 1967 (21 pp.), U.S. Bureau of Prisons

The Residential Center— Corrections in the Community — 1968 (24 pp.), U.S. Bureau of Prisons

Considerations in Staffing Prison Libraries — 1972 (15 pp.), ABA Corrections Commission, paper for American Correctional Association Seminar on Legal Reference Materials for Offenders (J. Johnson, author)

1970 National Jail Census — 1971 (19 pp.), Law Enforcement Assistance Administration, U.S. Dept. of Justice

Correctional Reform—State Department of Corrections Act — 1971 (13 pp.), Advisory Commission on Intergovernmental Relations

State-Local Relations in the Criminal Justice System — 1971 (27 pp.), Advisory Commission on Intergovernmental Relations (Major Study covering all criminal justice components)

Amicus Brief, *Morrissey v. Brewer*, U.S. Supreme Court No. 71-5103 — 1972 (14 pp.), American Bar Association—Commission on Correctional Facilities and Services

Amicus Brief, *Oswald v. Rodriguez*, U.S. Supreme Court No. 71-1369 — 1972 (36 pp.), American Bar Association—Resource Center on Correctional Law and Legal Services

Guidelines for Corrections Programs in Community and Junior Colleges — 1969 (44 pp.), American Association of Junior Colleges (V.B. Fox, author)

Reports of North Carolina Penal System Study Committee — 1971 & 1972 (35 pp. & 23 pp.), North Carolina Bar Association

As the Twig Is Bent—Report on North Carolina Juvenile Corrections System — 1972 (27 pp.), Penal System Study Committee, North Carolina Bar Association

Juvenile Diversion—A Perspective — 1972 (24 pp.), American Correctional Association

The Challenge of Youth Service Bureaus, and, Youth Service Bureaus and Delinquency Prevention (2 pamphlets) — 1972 (28 pp. & 57 pp.) Social & Rehabilitation Service, DHEW Youth Development and Delinquency Prevention Administration—Exemplary Project Series

Correctional Treatment in Community Setting—A Report of Current Research — 1973 (52 pp.) National Institute of Mental Health

Community Based Corrections in Des Moines—A Coordinated Approach to the Improved Handling of Adult Offenders — 1973 (16 pp.) National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration.

A Quiet Revolution—The Story of Probation Subsidy — 1972 (80 pp.), Youth Development and Delinquency Prevention Administration (R. Smith, author)

Prisoners in America — 1972 (12 pp.) Reprint of the Forty-second American Assembly, Arden House, N.Y.

PUBLIC INFORMATION LITERATURE

Marshalling Citizen Power to Modernize Corrections — 1973 (23 pp.), U.S. Chamber of Commerce

When Society Pronounces Judgment—The ABA, The Legal Profession, and Correctional Reform — 1973 (22 pp.) ABA Commission on Corrections

Volunteers in Corrections — 1973 (12 pp.) ABA National Volunteer Parole Aide Program

Directory of State Volunteer Coordinators and Planners for Corrections and Criminal Justice — 1973 (6 pp.) ABA National Volunteer Parole Aide Program

What You Can Do to Expand Job Opportunities for Ex-Offenders — 1973 (6-fold) ABA National Clearinghouse on Offender Employment Restrictions

The Man Who Lived Again—Understanding and Helping the Released Prisoner — 1973 (8-fold) AFL-CIO Community Service Activities with American Correctional Association

Employment of the Rehabilitated Offender in the Federal Service — 1971 (8-fold brochure), U.S. Civil Service Commission

INFORMATION RELEASES

Brochure Describing ABA Commission on Correctional Facilities and Services (8-fold) —March, 1973

Brochure Describing ABA National Clearinghouse on Offender Employment Restrictions (6-fold) —August, 1972

Brochure Describing Attica: Official Filmed Report of the New York State Special Commission (8-fold) —April, 1973

Brochure Describing National Resource Center for Correctional Law and Legal Services —September, 1972

Special Report to Board of Governors and Chief Justice On Work and Progress of ABA Corrections Commission (8 pp.) —May, 1972

Informational Report on Commission Progress to ABA House of Delegates —August, 1973

ABA Begins Program of Correctional Reform —April, 1971

ABA Announces Grant for National Parole Aide Volunteer Program —August, 1971

ABA to Establish National Clearinghouse on Employment Restrictions —September, 1971

ABA Unit Adopts New Plan to Improve Correctional Systems —October, 1971

ABA Urges Establishment of State and Local Bar Committees on Correctional Reform —December, 1971

ABA to Work With Junior College Association in Education Program for Line Correctional personnel —January, 1972

ABA Names Staff and Advisors For New Penal Reform Project —February, 1972

ABA Survey Shows Bar Groups Accelerating Correctional Reform Activities —February, 1972

ABA Files Supreme Court Brief in Correctional Case —March, 1972

ABA Airs Attlea Commission Report —September, 1972

ABA to Help State and Local Bars Work for Penal Reform —October, 1972

ABA Corrections Commission Launches Jail Upgrading Project —October, 1972

ABA Corrections Commission Says More Minority Hiring a "Must" —November, 1972

ABA Corrections Group Issues Compendium of Model Laws —December, 1972

ABA Commission to Study Jail Standards in New York, New Jersey and Puerto Rico —March, 1973

ABA Study Examines Ex-offender Job Licensing Provisions —May, 1973

ABA Corrections Unit to Help Launch Pretrial Diversion Projects in 15 Cities —June, 1973

Direct Inquiries and Requests for Publications to
Commission on Correctional Facilities and Services
1705 DeSales Street, N.W.
Washington, D.C. 20036

**AMERICAN BAR ASSOCIATION
Commission on Correctional Facilities and Services**

The visit to the ABA Commission on Correctional Facilities and Services was the most exciting part of the trip. Fortunately, my stereotype of a stodgy, middle-aged lawyer was dispelled. The staff uniformly seemed to be involved and excited about their program areas. After visiting some very large bureaucracies, it was encouraging to see that valuable, innovative programs could be undertaken successfully with a minimum of staff.

The involvement of lawyers in promulgating, collecting, and disseminating information related to correctional services represents a relatively new shift in the areas of legal involvement. The creation of a specific corrections commission represents at some level a commitment of the ABA to bring meaningful change into a process in which lawyers traditionally have been only minimally involved. The presentations at the Commission indicate that this involvement is paying off. The Commission provides useful services in its capacity as a clearinghouse for information and as a technical assistance source to help institute new programs.

The areas of particular interest to me were the two direct service projects, Volunteers in Parole and Pre-Trial Intervention. Volunteers in Parole represents an avenue of personal involvement for lawyers who have the desire to individually help someone outside the realm of their professional capacity. As I understand the program, it was conceptualized as a catalytic process in which the involvement initially of a few lawyers and parolees would result in the gradual attraction of others to the program which would become self-generating.

The limitations on the assistance that a lawyer may give a parolee do not seem that restrictive. If the volunteer parole officers were given more authority and autonomy, it would probably become more difficult to implement the program at the local level. The methodological weaknesses of the program are counteracted to some extent by the beneficial aspects of bringing a parolee together with a young lawyer who has access to much of the available community resources. A more in-depth, critical evaluation of the program might indicate ways of remediating the current problems of establishing the program and in recruiting and continuing to involve lawyers.

The Pre-Trial Intervention program is fascinating for its underlying implications. Superficially, the program seems to offer a viable outlet for persons who have not committed serious offenses and who are not recidivists. The diversion of "naive" offenders out of an often brutal, de-humanizing process appears to be worthy and desirable. But as the staff at the Commission points out, the creation of a pre-trial diversion program is a

tacit admission of the failure of the correctional system to correct. Also, the fundamental tenets of our legal system such as presumption of innocence and the right to a trial are in some way violated. However, if you assume that the presumption of innocence and the right to a trial are just that, rights, then certainly a person has a right to voluntarily refuse to exercise his or her rights. I am not certain in what manner these issues will, or should be, resolved. However, I do feel very strongly that diverting as many people as feasible from the penal system and its attendant horrors is a goal worthy of continuing effort.

AMERICAN BAR ASSOCIATION
Commission on Correctional Facilities and Services

It has no doubt been said in every other paper, but the youthfulness and enthusiasm of the people and the significance of the projects to which we were introduced at the ABA Commission on Correctional Facilities and Services was a welcome contrast to the stodgy, middle-aged, pin-stripped attorneys we expected. Although my comments may seem to be dominated by criticisms, an effort to limit the length of this evaluation is largely at fault for this. In reality, I was very favorably impressed by the atmosphere of the place and the importance of the work being accomplished.

It would be intriguing to know whether there is a relationship between street crime and illiteracy, or if, in fact, the rate of apprehension is the statistic more closely related to illiteracy. With other rehabilitative efforts held at their current levels, upgrading the reading ability of prisoners might only produce a "smarter" and less apprehensible class of offenders. I say this facetiously, of course, but I detect a philosophical foundation rather than an empirical one concerning the benefits which will accrue to released ex-offenders who are also graduates of a prison reading program. Beyond this I like the idea of the Offender Literacy Program. The effort to evaluate needs and deficiencies and match services to state correctional agencies is significant and important.

The National Volunteer Parole Aid Program gives me the immediate impression of being a very worthwhile endeavor. Unaccounted for variables, which will never be discovered without a thorough evaluation of each parolee's reaction to the aid offered him, may, however, lurk within. Jim Lilienthal alluded to the frustration which many of the young lawyers felt at not being able to provide legal assistance in their parole aid relationship. Unconsidered, I feel, is the frustration which some parolees may experience in not being able to obtain legal advice from their lawyer-volunteer. A major theory of crime causality is that of unfulfilled expectations and the resultant frustration. In a way making lawyers counsellors for parolees with the restrictions set for them may be adding yet another source of frustration to this theory.

The project which has the potential for the most impact of those presented is the National Pretrial Intervention Service Center. In the Mental Health field it is becoming popular to

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speak of extrusion from the community. When a person is committed to a state hospital or some other similar institution, he has been extruded. In a matter of days he comes to think of himself not as a free person any longer, but as a mental patient. It is very likely that the same sort of post-extrusion self concept changes occur for those committed to correctional institutions. In either case, reintegration into the community at large becomes a difficult and painful process later. Innovative efforts such as this project, especially when so well thought through, are inspiring.

I expect that the greatest obstacles working against the employment of ex-offenders reside within the realm of attitudes. Consequently, even though there is a great need to identify and work to overcome legal restrictions, I would not expect the efforts of the National Clearinghouse on Employment Restrictions to have a major impact.

It is astounding that there is such a widespread neglect of the conditions in correctional facilities. The specific deficiencies are no surprise, but the lack in so many states of even unenforced standards is criminal. With the Jail Standards and Inspection Systems Project, the ABA has apparently touched upon one of the most neglected aspects of corrections. I assume that the ABA is aware of the ACA's remotely similar accreditation program for penal institutions.

The National Resource Center for Correctional Law and Legal Services provided expertise and information normally outside the domain of psychology. There are no doubt many system psychologists who will find their efforts at slow reform disturbed by court actions, especially those relating to prisoner's rights. I'm glad I'm entering the system as these activities are coming to a boil; it looks as though a great deal of frustration is ahead for those too deeply invested in the status quo.

The afternoon at ABA was a delightful surprise. The entire program was well organized and well-presented. The persons who talked to us were generally knowledgeable, intelligent, and committed to what they are doing. It was somewhat incongruous, however, to sit in such a lovely room with such charming and articulate people and discuss the plight of the poor prisoner. Wish they had some ex-offenders on the payroll.

Our host and moderator did an outstanding job. He gave a general overview of the program and introduced each speaker. This manner of presentation was by far the most effective of the seven agencies we visited.

Program on offender literacy. Following the standard operating procedure of first surveying an area to define the problem. This will be used as ammunition for getting funding and feeding information to institution about how to get things done on a minimal budget. He discussed the need for non-traditional schools, but he did not talk about any innovative programs already in progress, and I wonder if he has been researching that area. Perhaps the program has had time only to do the survey to this point.

The National Parole and Volunteer Program. This program is ill-conceived and poorly planned. Evaluation is non-existent. There are some loosely-defined goals with no methods of measuring to see if those goals have been attained. I can see this program only as window-dressing, as a good PR for lawyers. It is basically a very good idea, but the possible harm it could do far outweighs its merits.

Possible areas of research

1. Pre and post attitudes of lawyers
2. Pre and post attitudes of offenders
3. Pre and post attitudes of P.O.'s
4. Pre and post attitudes of community
5. Using a control community or split-half population to measure effectiveness in terms of recidivism, acceptance by community, getting and maintaining jobs, etc.
6. Use one community (or set of communities) to have the volunteer program, use same amount of money in another to hire as many extra P.O.'s as possible. Use a third as a control, and evaluate the preceding items.
7. How can you best facilitate ability of lawyers to interact with offenders. If failure occurs, it could be due to training method rather than to a bad idea. How can you prevent disenchantment and keep motivation high?

8. What statistics ARE being gathered?
9. How will continuity be assured?
10. WHAT DO YOU HAVE WHEN THE PROGRAM IS FINISHED? What can you recommend? among what alternatives?

There are so many other glaring faults in this program that I would only recommend either elimination of it or inclusion of a behavioral scientist who can hopefully remedy its problems before it goes along any further.

Pre-trial Intervention. An excellent presentation of an excellent idea. Am taken with the legal problems, which were thoughtfully presented. Evaluation is included. Feel many safeguards must be included in such a program, due to status of the "client" as a non-adjudicated person.

Several other programs were presented. The Clearing House on Offender Employment Relations, statewide standards for jails, furnishing of legal information to offenders--all excellent. This Correctional Law Resource Committee was a resource previously unknown to most of us. Its spokesman was an articulate man who obviously knows what he is doing, is immensely competent, and has gone about his job in a most logical fashion. Very impressed.

MEMORY: An educational and enjoyable afternoon. Wish they were doing something with juveniles. The Pre-Trial Diversion program deals with a select population--most kids who get in trouble do so well before the age of 18.

Main consideration--these people are doing good work, but who will continue it? Hope the final results are much more than just improvement of the image of lawyers.

Hope we can set up a program where our students can spend a summer with this group. Generally, good vibes.

AMERICAN BAR ASSOCIATION

It was certainly exciting to find such an apparently open-minded group among the Washington bureaucrats. I had expected to find a group of stodgy lawyers but was pleasantly surprised.

I liked your volunteer parole aid program. It's too bad that volunteers have to be used. For a function so important, perhaps full-time dedicated people should be involved. I find it hard to understand why there isn't some formal process within the criminal justice system for helping offenders readjust and reintegrate into the community.

The pretrial diversion idea is an interesting one also, although due process considerations are a very strong opposing argument. Introduced into the present system, it would probably be abused much as plea bargaining is now. It would seem to be preferable to plea bargaining, though since it would keep many people out of prison altogether.

I appreciate the effort you are giving to remove some employment restrictions for offenders. Restrictions are one of the pillars of the old correctional system, and they must be removed if offenders are to be effectively reintegrated.

You had many other exciting ideas which I won't comment on. Keep up the good work.

ABA COMMISSION ON CORRECTIONAL FACILITIES AND SERVICES

In all honesty, I expected our visit to the Commission to be less than the highlight of our trip. Instead the visit was a stimulating one, where a great deal of information was shared by a group of competent, interesting people.

The Commission appears to be gathering and disseminating information and assistance, in an effort to improve conditions for convicted offenders. Many notable projects are being carried out; a few will be noted here.

The Clearinghouse on Offender Employment Restrictions seems to be a necessary and potentially influential project. Research has shown that getting a job and keeping it are most important factors in staying out of prison; offenders will tell you that it's also the hardest thing to do. I don't know how much effort this project has had, but see much potential for it, especially to influence state legislatures.

The Resource Center on Correctional Law and Legal Services is addressing itself to the basic question of the constitutionality of certain correctional practices. Providing assistance in changing state laws as well as preparing briefs for Supreme Court cases seem to be necessary steps toward a "right to treatment" philosophy for the involuntarily confined.

The Pre-trial Diversion Effort seems notable in intent, but the danger in pronouncing guilt prior to a court appearance is disturbing. Nevertheless, it would seem that staying out of court has merit. It will be interesting to read Mike Beale's report on the legal issues involved in diversion.

Pervasive throughout the Commission's activities is an effort to co-ordinate the projects with other justice-related groups. Additionally, the Commission is interdisciplinary in its membership and staff. Both of these characteristics contribute to the organization's potential for changing correctional systems.

AMERICAN BAR ASSOCIATION

The presentation of the ABA was by far the most active, cohesive and best prepared of all the agencies we attended. The action oriented approach of most of the ABA projects stands out as a definite asset. I hope that some other organizations pick up the hint and soon begin the type of projects which the ABA is currently undertaking.

Although I view the various ABA projects most favorably, I do not see them equally or without flaw. The National Parole Aid Volunteer Program is a fine program which is greatly needed. The volunteers can be used to strengthen the now almost non-existent after-care programs of many areas. However, I think that it is essential that other people begin to become involved as volunteers, in addition to lawyers. Although I am sure that there are many young lawyers who want to change the justice system, I am somewhat skeptical as to their commitment to the individual offender. Serving as a volunteer in a community advocacy role is a full time project and I envision many drop-outs from the program after the so-called "newness" wears off. Furthermore, I am not certain that a one day training session is enough for the volunteer. The program appears to be doing well after two years, but if it is to grow and continue to succeed after the ABA is out of the picture, some of the issues which I have mentioned must be seriously reviewed.

The pre-trial diversion project is being overseen by individuals who realize the implications of this innovative idea. For efficiency's sake, pre-trial diversion seems to be the answer for our overloaded justice system. Yet, I have a basic aversion to a person admitting guilt before he or she has been brought to court. If this form of justice does become the way of the future it will at least force the justice system to stop claiming that it is an adversary system and face the fact that it is a rather closed system of bargaining. Pre-trial diversion also could have the unfortunate consequence of keeping lower class people "in their place." Although these ideas sound rather like "1984," they are upon us and we must deal with them. Fortunately the people in charge of the ABA pre-trial diversion project seem to be aware of its drawbacks as well as its assets.

The offender literacy program appears to be an effective program but I question the generalization of the supposed successes in the prisons to the outside world. It seems that some kind of transition period between the "in program" programmed learning and the outside schooling techniques is needed.

The occupational help and licensing project is most worthwhile, yet it could be doing so much more. This project, as I understand it, concentrates mostly on licensing and bonding of former offenders. Although the National Alliance of Businessmen is trying to get jobs for offenders, this program would be much more effective if more people were involved in the project.

This type of project seems to have some overlap with the American Correctional Association's effort to alert the public to the problems which the ex-offender faces. It seems to me that it would be more efficient to combine the best aspects of each program, rather than having two separate efforts attempting to accomplish the same thing.

I would not place the project of studying local and state jail standards at as high a priority level as the projects discussed to this point. Too much time has already been spent studying our poor jail system and not enough action has been taken. I don't see this project as an action project and I question the uses to which its findings may be put. Certainly our local jails are in terrible shape, yet building all new jails may be running at cross purposes to an idea like pre-trial diversion. I see some internal conflict between ABA projects and that disturbs me.

I see the other projects which the ABA has going as varying in importance and innovation. The various projects of the ABA are the most comprehensive effort to better corrections and the justice system that I have knowledge of to date. These projects are solid, however, they have only begun to scratch the surface of the many problems in corrections. Continued effort on the part of the ABA and citizen groups will be necessary if these pioneering projects are to have any ultimate impact. I certainly hope that this project is not allowed to run downhill as its funding runs out, for then it would only become one more of the many good projects that "just didn't work out."

NATIONAL INSTITUTE OF LAW ENFORCEMENT AND CRIMINAL JUSTICE
Law Enforcement Assistance Administration
Department of Justice
Washington, D.C. 20530

The National Institute of Law Enforcement and Criminal Justice (NILE&CJ) is the research and technology transfer arm of the Law Enforcement Assistance Administration (LEAA). NILE&CJ has a meager in-house research capability, but its primary function is as a distributor of funds for independent research. In past years much of its budget has gone toward the development and procurement of hardware for local and state police units. Now, however, according to Planning Chief John Pickett, the emphasis is on developing models of the component processes of the criminal justice system and of various types of crimes. The expectation is that such models will aid in determining where intervention would be most effective and efficient in reducing crime and delinquency. Intervention may mean social change, target hardening, differential treatment, or a host of other possibilities. In addition to seeking research proposals relevant to these LEAA priorities, concept papers on subjects not currently being studied or considered are strongly encouraged as preliminary grant applications.

A peer review committee intended as the decision-making body on research approval was in the planning stages in November 1973. Its membership and function would be very similar to the NIMH Review Committees. (Recently, Stan Brodsky was invited to participate as a member of the NILE&CJ body.--ED.)

NILE&CJ was also undergoing a major administrative reorganization during the time of the Washington visit. Figure 2 illustrates the plan for this reshuffling. Even so, a veritable army of program directors and assistants spoke to us about the purposes and projects of their particular divisions. The summaries which follow are presented not in the order in which the various speakers appeared, but rather in an order consistent with the organization chart of figure 2.

RESEARCH PROGRAMS DIVISION.

Community Crime Prevention (Dr. Jack Rawe) projects have included the effects of street lighting on crime (in Kansas City); how victims provide opportunities for crime to occur; relationships between architectural design of residential units and the incidence of crime; and the prevalence of intraneighborhood crime.

Juvenile Delinquency (Susan Singer and Judy Friedman). Current activities include a juvenile standards project in conjunction with the ABA considering issues such as the rights of

PROPOSED REORGANIZATION

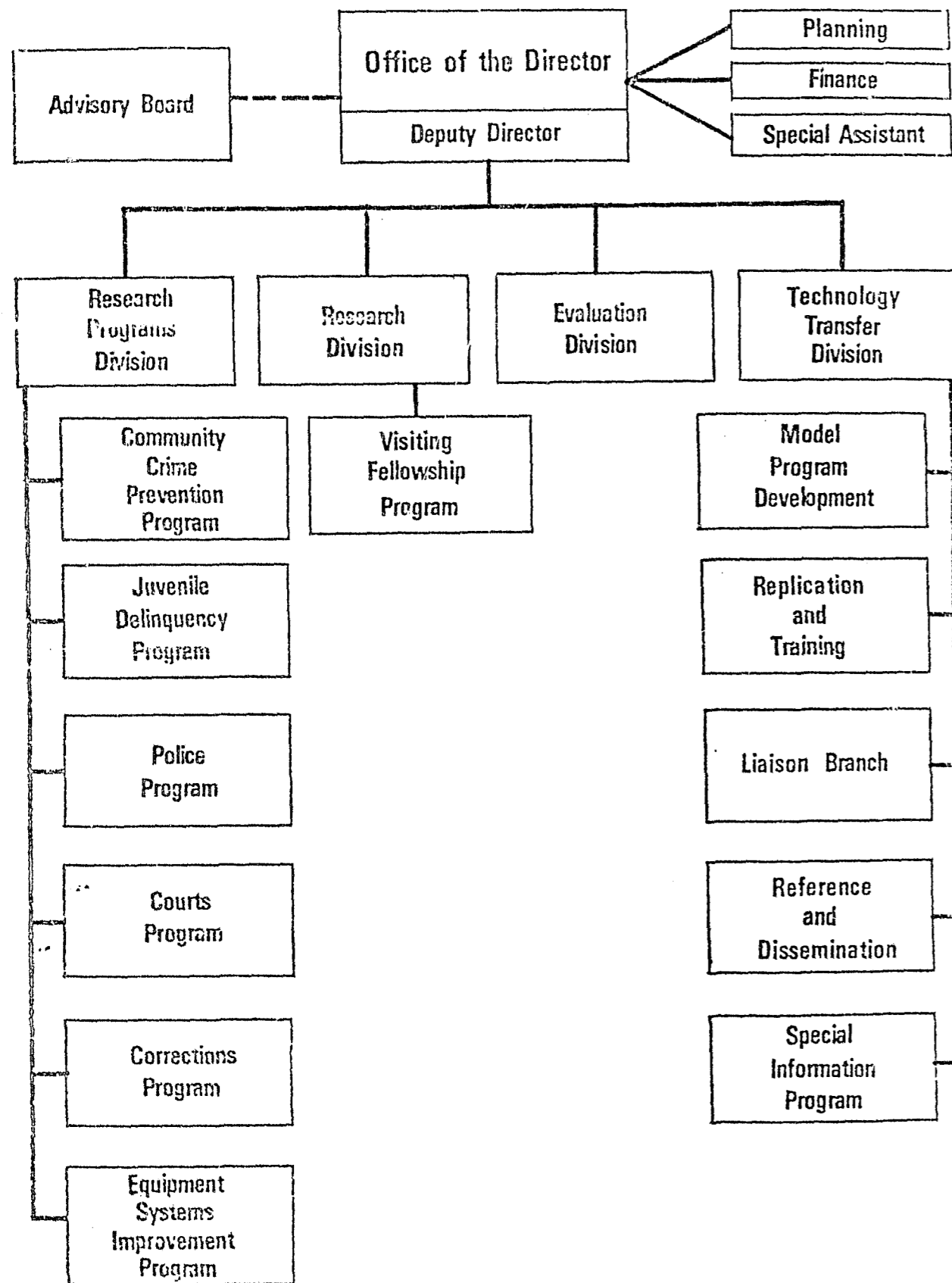


FIGURE 2.
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minors, legitimacy of status offenses, court rules and procedures relating to juveniles, treatment and corrections, and the legality of many administrative procedures (record keeping, for example). Also ongoing is the National Assessment of Juvenile Corrections at the University of Michigan, where the effectiveness of various juvenile correctional treatment approaches is being evaluated and the attitudes of court intake officers as they relate to decisions about an individual's handling are being studied. At Harvard University a study of alternatives to incarceration for juvenile offenders is looking closely at the effects from the almost total shut down of Massachusetts' juvenile institutions.

Police (Richard Layman). Some specific areas now being funded include the use of students as part of a campus security force, police working schedules, police department corruption, police patrols, the criminal investigation process, personnel selection, fingerprinting, forensic science, effects of the crime lab on investigation and adjudication, and development of a model for the dispatching of patrols.

Courts (Cheryl Marterana). The major undertaking of this branch is a study of the differences between cooperative and non-cooperative witnesses and development of a system to improve the cooperation rate.

Corrections (Helen Erskine). One major project involves developing more accurate predictors of parole success. Another, which is completed, was extensive analysis of clinical scales and social and criminal data of young adult offenders in the development of a method to predict violence. None of the data used correlated significantly with the commission of a violent crime while on parole. At the time of our visit, an RFP (Request for Proposal) had been distributed for research involving a synthesis of existing offender classification systems into a model system.

RESEARCH DIVISION (John Gardiner). In-house research is performed by this division and its efforts have included a study of the process and effects of plea negotiation; a survey of current criminal justice manpower, identifying training needs; and an evaluation of the effect, or lack of it, of research on the criminal justice system.

EVALUATION DIVISION (Richard Linster). Data generated by the many separate projects and programs are evaluated for panoramic commonalities or trends in their findings. A more systematic subdivision of currently unassociated projects may result as well as development of appropriate methodological and analytical techniques for any such grouping.

TECHNOLOGY TRANSFER DIVISION (Louis A. Mayo). Recognizing that bureaucratic organizations are inherently resistant to change,

NATIONAL INSTITUTE OF LAW ENFORCEMENT AND CRIMINAL JUSTICE

this division was established to market NILE&CJ's research products by document publication and personal communication.

Model Program Development (Mary Ann Beck). Prescriptive Packages provide a how-to-do-it manual based upon a synthesis of research and the actual program experience of other communities. Exemplary Projects are detailed descriptions of real programs that have been exceptional in their effect, are applicable elsewhere, are accessible to others as a model, and are cost effective.

Replication and Training (David Powell). The demonstrations which are developed from successful research and programs include both public relations packages for political officials and training packages for professionals. Seminars, funding, and evaluation may all be a part of such a package.

Reference and Dissemination (John Carney). The National Criminal Justice Reference Service is an international clearinghouse for criminal justice information. Its basic services and products include: 1) selective notification of the publication of documents according to a subscriber's chosen subject profile; 2) selective distribution of hard copy documents; 3) a document retrieval index, i.e., a catalogue of available criminal justice literature by title and subject, and 4) search and retrieval, a computer printout of the published literature available on a number of topics, including bibliographic data and an abstract of each item. Information concerning any of these services may be obtained by writing to:

United States Department of Justice
Law Enforcement Assistance Administration
National Criminal Justice Reference Service
Washington, D.C. 20530

The presentations at the National Institute of Law Enforcement and Criminal Justice (NILECJ) seemed to cover at least briefly all areas of interest to NILECJ. There seems to be some difficulty there in settling upon a specific orientation, whether it is to be crime specific or model development. Gerald Caplan indicates that mainly NILECJ attempts to discover new things and then to implement them, or as he says, "technology transfer." One interesting point was that the research funded by NILECJ aims to validate empirically new concepts and theories in corrections which tend to be accepted at face value. One study in Kansas City was to discover if the police were really effective in reducing crime. The results of this study could have a tremendous impact upon current thinking and planning for future uses of police.

The studies which were discussed in the areas of community crime prevention, juvenile delinquency, police, and courts indicate that NILECJ supports a lot of research in many diverse areas. One area which particularly interests me is in community crime prevention. It seems that this area is one of the most fundamental areas to be explored in reducing crime and the one with the potential for the greatest pay-off. In Kansas City it was found that changing the street lights reduced crime in commercial areas by three times. The research by Oscar Newman in physical and architectural design indicates that arranging buildings in such a way that entrances are watchable and that people can get to know their neighbors can effectively reduce crime. I particularly like this technique of prevention because it not only reduces crime, but it brings people in a potentially isolating, dehumanizing atmosphere together in an atmosphere of knowing and caring about each other.

The other specific study which interested me was the follow-up in Massachusetts after closing all juvenile facilities. As Susan Singer and Judy Friedman mentioned, this project has to work. The people in Massachusetts have no alternative but to develop viable alternatives to incarceration. The results of this long-term project will give the first empirical data about the feasibility and success of using only community-based corrections to handle juvenile offenders.

Perhaps I did not understand the exact function of NILECJ, but it appears to be active in researching all facets of the correctional process except the prisons. No one presented any material related directly to penal reform. Perhaps this reflects the move of NILECJ to the preventive end of the continuum. The majority of presentations were interesting and informative. The staff left the impression in most cases, not so much of excitement or enthusiasm, but of professional competency and knowledge.

NATIONAL INSTITUTE OF LAW ENFORCEMENT AND CRIMINAL JUSTICE

The National Institute of Law Enforcement, the research branch of LEAA, seems to be an organization with a lot of money (\$34 million) and staff (85). The major function is the awarding of research grants geared toward practical application. Within the last three years, there have been three different "plans of attack" for awarding grant money; this year's funding is aimed at the whole notion of public safety and the functions of police. In addition to awarding grants, the Institute also awards 15-20 fellowships per year for in-house research by visiting professionals.

I was glad to hear Gerald Caplan say that the Institute has pulled back from its emphasis on hardware for police and is now interested in giving police more interpersonal skills, such as how to settle disputes. Police have more than enough equipment to operate; many are sadly lacking in skills necessary to effectively deal with the people they serve.

One program geared toward practical application is the Demonstration and Replication Program, outlined by David Powell. This program entices communities to pick up package deals for the integration of research findings into the life of the communities. This seems a positive, necessary step in persuading communities to take risks and do new programs, which might otherwise be prevented by fear or lack of knowledge.

Additionally, another outstanding program is the evaluation of the effects of alternatives to incarceration on juvenile offenders, as outlined by Judy Friedman. Preliminary findings indicate that "bad kids" are being transferred to adult courts and miss out on opportunities for alternatives. It will be interesting to see the outcome of the study, especially as it applies to closing down large state institutions.

Another piece of information shared with us concerned the National Criminal Justice Reference Service. There is an abundance of knowledge being generated at this time and this information-sharing system is most necessary to transfer knowledge.

Most of the staff who spent time with us seemed to be competent people. A few rambled in their discussions and a few seemed unclear as to who we were and where we were coming from, but the visit was a beneficial one.

NATIONAL INSTITUTE OF LAW ENFORCEMENT AND CRIMINAL JUSTICE

I find myself a little confused regarding the overall thesis under which the Institute operates. Several were mentioned, however I failed to understand which was applicable this year. I must question the approach of analyzing specific crimes as it seems to ignore the real issue: the individual committing the crime and the factors leading up to it. Therefore, I prefer the approach mentioned that focuses on broader issues than crime specific problems. However, I must make the comment that I believe that "system tinkering" has merit. The current system obviously is not working and until a complete overhaul of the system is possible, some effort should be made to tinker with the current one. Not only is tinkering needed on our criminal justice system but also on our system in general.

Not having had an extended interest in juvenile delinquency, I had never given much thought to juvenile justice standards. I was aware that many individuals were concerned with the protection of or the questionable lack there of, the rights of the juvenile in court proceedings. I have not yet had the opportunity to review this report and wonder if it addresses an issue that I was also introduced to during our visit to Washington. That is, what are the rights of a child in child abuse cases and once these rights have been defined, how are they protected? Another issue related to juvenile justice standards is the existence and enforcement of status crimes. In what way, if any, does the enforcement of this class of crimes infringe upon the rights of juveniles?

I was extremely interested in the efforts in the area of community crime prevention. The method of increased lighting as a means of target hardening is apparent in several of the large cities in which I have lived. And having been a resident advisor in several different university dorms, I was "unconsciously" aware of the relationship of interpersonal cohesiveness and minor crime. However, I was most intrigued by the use of architectural design as a means of crime prevention. In the past several years, I have become more interested in the effect of environment upon behavior and am sometimes surprised the relationship.

The idea of reporting on exemplary projects is so good as too often such a project can be completed but information regarding its outcome can require so much time to filter down. The attempt to replicate such a project in a different community is one type of evaluation in itself.

CONTINUED

1 OF 2

NATIONAL INSTITUTE OF LAW ENFORCEMENT AND CRIMINAL JUSTICE

My greatest concern regarding the work of the Institute is that of transferring the information and technology it acquires. The problem of communication almost seems overwhelming, yet is mandatory as knowledge only for the sake of knowledge is wasteful. I do believe that there has never been a successful technology transfer division in the Federal Government. The packets for special information programs seems like an interesting approach. I would be anxious to see evaluations of programs that were developed using such packets. With any research institute the problem of getting people to utilizing the results of your research is a project in itself.

The goals and philosophy of the institute seem to change about as quickly as Attorney Generals come and go. It was my impression that during its first few years, the Institute was primarily emphasizing hardware. Last year's planning model, IMPACT, called for a specific crime planning model. One learns all about a certain crime and the type of person who commits this crime. Hopefully one will be able to lower the frequency of such crimes through understanding. Supposedly, using this type of approach one can eventually work back to the offender, thus being able to treat him for his problems. Exactly how one "works back" to the offender was left rather vague. This type of approach actually sounds more like a stop-gap measure to prevent the incidence of crime. It actually does nothing for the offender.

In contrast to what has gone before, we were told later in our briefing that the new plan which the Institute is adopting for next year involved prevention as its main objective rather than specific crime planning. In connection with this new plan the institute is monitoring a study being done at Harvard on alternatives to incarceration for juveniles, as Massachusetts has closed all of its large juvenile facilities.

Although the Institute is involved in many worthwhile efforts, its glaring fault remains its inability to adopt a philosophy for studying and coping with crime. I fail to see how any effective planning or implementation can be carried out when the goals and philosophies of the Institute are in constant flux. If this is a given in a large bureaucratic organization, then functioning at about 40% efficiency is also a given.

I appreciate the desire of the Institute to get input from professionals in the field of criminal justice, thus the expressed goal of creating an advisory board of 15-20 professionals who would function in conjunction with the Director, is appreciated. However, it seems that the creation of this board may only add to an already considerable bureaucratic pyramid. I wonder if the same ends could be achieved through the use of consulting professionals who would not be officially plugged into the bureaucratic hierarchy.

Several people spoke to us about changes in architecture to prevent crime and about target hardening. I do not question the fact that a well lighted street is less apt to be the scene of a crime than a dark alley. However, I do not feel that simply building a structure so that people are given the chance to fraternize, if they so desire, is even a partial answer to crime problems in urban areas. A space can be created which may encourage people to get together but that by no means assures that they will develop any community cohesiveness. Such cohesiveness involved many dynamics which merely giving

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

people the opportunity to talk with one another does not generate. A program of true community cohesiveness would have to involve planned meetings of persons who genuinely desire to know and help one another. This of course would be a huge undertaking, not to mention the fact that we really wouldn't know how to implement such a program. My point is simply that architectural design is only one small part of the many contingencies which function in an individual's life. If by altering the architectural design one expects sweeping changes to occur in behavior, he will be disappointed. Some change will occur of course, but altering one of the thousands of contingencies of behavior should not be looked on as a panacea.

I was particularly interested in the succinct presentation of the procedure for requesting money for research. The method used for screening projects has definite criteria, is straight forward and seems to be quite fair. In comparison to some of the other granting agencies we have visited, this process seems quite good.

The information that we were given on the Police programs was thought provoking. I was especially interested in the plan to develop a nationwide selection process for police. If I understood correctly, the theory behind this idea is that over aggressive and hostile types should be censored out. This of course implicitly states that a policeman should be a more low keyed individual. I agree with the theory, yet one must always be cautious when using psychological testing as one may accidentally be forwarding the present system if aggression is viewed in terms of a system threat. If this is the definition of aggression, I would not be in favor of such a paper and pencil test.

I was most impressed by and plan to make use of the National Criminal Justice Reference Service. This type of data pool is essential to those working in corrections and its existence has been long overdue.

In general our briefing session was efficient and well organized. Most of the individuals were to the point and well prepared. For future sessions of this type it might be advisable for those presenting material to compare notes prior to presentation, as we heard several ideas, several times.

LEAA was an unknown quantity for me. Even though it has provided a significant bankroll for the funding of the Center for Correctional Psychology's projects, I knew little about its operation. My only factual contacts with it were news reports I had seen a few years ago concerning the use of LEAA money in purchasing police equipment. Consequently, I had, until my decision to follow corrections as a career, an impression that LEAA was primarily a revenue sharing agency for police departments. This view of the organization had lost some of its force, especially after my association with the Center, but no very firm sense of its purpose had replaced it. For this reason, becoming acquainted with the agency first hand was particularly meaningful.

I now see LEAA as having a potential major impact in nearly every conceivable area of law enforcement, crime prevention, and corrections, except for the handling of adult offenders after conviction. In my personal reviews of the literature, I have been able to uncover almost nothing on this subject. Innovative programs for handling adults, other than piecemeal efforts within large correctional institutions, are practically nonexistent. In the "Abstract of Grants, Contracts and Interagency Agreements" published by LEAA, I could find only one project (71-087-G, Evaluation of Community Based Corrections) which even hinted of diversion for adult offenders from large, impersonal correctional facilities. This was disappointing, for I would expect effective and humane adult corrections to be a major concern of the Department of Justice.

Within the Police Program division, there is a surprising lack of research in police human relations training. In view of the potential for avoiding violent confrontations through non-defensiveness and the cool handling of possibly explosive situations by the police, research in this kind of training should be of major interest to the LEAA.

The most significant overall research now being funded seems to be in the Juvenile Delinquency Program. There, a number of very important questions, such as children's rights, what should constitute a juvenile offense, and the judicial handling of juvenile offenders, are being investigated. Susan Singer and Judy Friedman, who represented that division, seemed particularly competent and personable.

Beyond research, the general area of Technology Transfer has been badly neglected by funding agencies, often leaving it up to the researcher to disburse his work. The heavy emphasis which is being given to dissemination of research results in practical packages is a welcome service. The possibility that funded research which does not somehow meet up to the standards if LEAA will not be published is disturbing, however. The need to insure that the failures are as widely disbursed as the successes cannot be overstated. How else can others avoid repeating them?

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