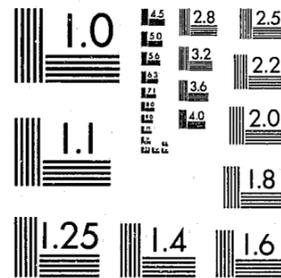


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Date Filmed

3/06/81

**OLEA-308**

FINAL REPORT: GRANT #~~308~~ 308  
STATEWIDE IN-SERVICE TRAINING PROGRAM  
FOR  
CORRECTIONAL PERSONNEL

submitted  
September 1969

by  
John R. Stratton, Director and Robert M. Terry, Associate Director  
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Iowa City, Iowa

72017

FINAL REPORT: GRANT #305, STATEWIDE IN-SERVICE  
TRAINING PROGRAM FOR CORRECTIONAL PERSONNEL

Background

The idea for a certification program for Iowa Correctional Personnel originated in interaction between the Iowa Division of Corrections and the Institute of Public Affairs of the University of Iowa. Harvey D. Miller of the Institute wrote an application to the Office of Law Enforcement Assistance for a grant to support the planning and development of such a program. The application was funded for one year as of February 1, 1968. After receiving the grant Mr. Miller accepted a position outside the state. This necessitated the transfer of the grant to other persons at the University of Iowa. After a number of meetings involving personnel from the Division of Corrections, the Institute of Public Affairs and the Department of Sociology and Anthropology, John R. Stratton and Robert M. Terry of the Department of Sociology and Anthropology agreed to take over the administration of the grant.

A request for transfer was submitted to OLEA at the end of May. They did not act upon the request until September 26, and official notification of the transfer was not received until November 4, 1968.

Professors Stratton and Terry did not become actively involved in development of the training program until September 1, 1968. During the period of September to December 1968 energies were directed toward consulting with the Bureau, and institution personnel, consulting with persons knowledgeable regarding adult education and training, site visitations, programing and the development of evaluational instruments.

Each of the adult correctional institutions in the state were visited at least once by the directors and the training program was discussed with relevant personnel. On December 18, 1968, a meeting was held in Iowa City with representatives of the Bureau of Adult Corrections, Iowa Prison Industries and of the institutions whose personnel were to be involved in the training programs. During this meeting, plans for a certification program for non-professional and non-administrative institutional personnel and for parole agents were presented, discussed, and approved. Arrangements were made at that time to visit each institution again in order to finalize the details of the program as it was to be handled in each particular institution. As each institution was visited decisions were made regarding beginning dates and length of each session of what was labeled the intensive training component of the certification program. It was decided to hold sessions at the three adult institutions with those at the Reformatory at Anamosa and the Penitentiary at Fort Madison to consist of ten weekly sessions three to four hours long and the one at the Women's Reformatory in Rockwell City to consist of a week long session.

Before the intensive training sessions were put in operation the directors were notified (early January) that OLEA was being phased out and that only a limited number of states would receive even partial funding for implementing their planned programs and that Iowa was not among them. An appraisal of available funds indicated that the intensive training component of the overall certification program could be implemented only if the remaining funds were used solely for that purpose and if an additional \$1,000 could be

located. The Department of Sociology volunteered to free the directors from one-half of their teaching load while maintaining their salaries so that the grant funds could be utilized for underwriting costs of the training. The Bureau of Adult Corrections indicated they would supply the additional money needed. A request was then made to extend the period of the grant from its original termination date of February 28, 1969, to May 31, 1969, which was granted.

As evaluation of the program's impact on employee attitudes was an important part of the grant proposal, the months of January and February were devoted to refining an instrument to measure attitudinal dimensions potentially "available" for modification and to gathering this data. The questionnaire was administered to all employees of the correctional institutions, even those who would not participate in the training or act as controls. It was hoped that some notion of the attitudinal structure of the institutions could be acquired in this manner.

The intensive training sessions at Anamosa and Fort Madison were begun in the last week of February and ran one afternoon a week for a ten week period until the first week in May. The Rockwell City program was presented as a one week program from May 12-16.

Follow-up questionnaires for evaluation purposes were distributed in the latter part of May and early June to those participating in the training sessions and to an equal number of individuals selected as controls at the three institutions. Since all of the state's parole agents participated in the training, with only a few exceptions, no control group was possible. The follow-up questionnaires were distributed by institutional personnel to the respondents who filled them out and returned them to these persons. The parole agent questionnaires were mailed out in the last week of June. The months of August and September were utilized for analyzing the evaluation questionnaires and preparing this report.

Goals of the Training Program

The primary purpose of the grant was to underwrite the development of a two-year certification program for probation and parole and non-professional, non-administrative correctional institution personnel. This program was not designed to replace already existing in-service training programs but rather to supplement and extend them. It was felt that correctional workers needed, in addition to specific job skills, an informational background that would enable them to operate more effectively in meeting the multiple goals of the Iowa correctional system. It was hoped that individuals completing the certification program would have a more comprehensive understanding of the correctional process and a greater commitment to serving its ends than before their exposure. In addition to the general purposes described above, it was hoped the training would accomplish the specific goals listed below:

Goal 1: To provide a general background for the understanding of human behavior:  
Means: Introductory Sociology Course  
Introductory Psychology Course

Goal 2: To provide knowledge concerning the nature and scope of the crime problem and of contemporary views of criminal etiology.  
Means: Training session lectures and discussions.  
Independent-study

- Goal 3: To develop an increased awareness of the essential features of the correctional process.  
Means: Training session lectures and discussions dealing with legal philosophy and offender rights, bases for decision-making, effects of correctional decision-making, and alternatives to incarceration.  
Independent study.
- Goal 4: To improve communication and conceptual skills.  
Means: Communication Skills Course  
Introductory Sociology Course  
Introductory Psychology Course  
Principles of Organization and Management Course
- Goal 5: To increase knowledge of the nature of offenders and their backgrounds.  
Means: Training session  
Independent-study material
- Goal 6: To reduce the basis for conflict between custody and treatment staff by increasing awareness and appreciation of the role that non-treatment personnel play in the rehabilitation process and by increasing awareness for actions taken by treatment personnel.  
Means: Training sessions  
Mixing of personnel of different levels and different ideologies in training sessions.
- Goal 7: To improve communication and contacts across levels of the administrative hierarchy.  
Means: Mixing of personnel in training sessions, particularly in group discussions
- Goal 8: To increase communication between prison and probation and parole staffs.  
Means: Mixing prison personnel with probation and parole personnel in training sessions, particularly in group discussions.
- Goal 9: To provide background and skills for promotion to supervisory positions.  
Means: Training sessions  
Communication Skills Course  
Principles of Organization and Management Course
- Goal 10: To increase professional identification and pride.  
Means: Training sessions  
Formal course work  
Independent-study  
Contact with a variety of correctional personnel in training sessions

THE CERTIFICATION PROGRAM

In the paragraphs below is a description of the certification program as it was initially planned. As was indicated in the background section above, it was possible to initiate the intensive training component of the program on a pilot basis in spite of the unavailability of OLEA funds beyond those allocated for planning. It was not possible, however, to finance the second component. Presently efforts are being extended to finance this component from Block funds allocated to the State of Iowa under the Omnibus Crime Bill of 1968. (See supplement)

The program is designed to extend over a two-year period and to complement already existing training procedures. Completion of existing in-service training will be required for certification even though it will not be a primary component of the certification program. The training program hopefully has been designed so as to be minimally disruptive to the trainee and to the agency which employs him.

The program is not a degree program although it does involve course work which could be applied toward a degree by those desiring to pursue that goal. The program is designed to provide what are perceived as the basic minimum requisites for effective participation in the correctional process and to influence the development of a professional self-concept among correctional workers.

The major features of the certification program are: (1) a series of short, intensive corrections-oriented training sessions and (2) 12 hours of university course work extending over a two-year period.

COLLEGE COURSE COMPONENT

The 12 hours of college credit constituting the second component of the program consists of four college-level courses to be offered initially through the Extension Division of the University of Iowa. After initial experimentation it may be deemed desirable to utilize the services of the area colleges located more conveniently to the institution. The primary advantage of utilizing University Extension is that the courses can be tailored specifically to the needs and interests of correctional personnel and allows for University Certification. The specific course content of this component is as follows: (1) Introductory Sociology, (2) Communication Skills, (3) Introductory Psychology, and (4) Principles of Organization and Management. Outlines for those courses offered will be consistent from institution to institution.

The courses will be offered in the sequence listed above. During the first year of the program, Introductory Sociology will be offered, followed by Communications Skills. These courses will also be offered in the same sequence in the second and succeeding years in order to permit the introduction of new training cohorts. Beginning the second year, Introductory Psychology will be offered, to be followed by Principles of Organization and Management. Thus, the first cohort can complete the certification program in two years, although they will not be required to do so.

This scheduling is based on the assumption that participants cannot be expected to take more than one course at a time given the demands of their jobs and other non-occupational responsibilities (families, etc.).

In addition to the formal components of the certification program it is planned to provide a variety of individual study materials for those persons who are motivated to explore certain topics on their own (e.g., slides, books, movies, pamphlets, bibliographies, etc.). These materials might also be utilized by institutional training personnel to develop special study units for select groups of employees. The project directors would be available to aid in any projects of this nature.

Once the program is operational it is assumed that all new employees will be required to complete it. Current employees who are perceived as career oriented would be expected to participate also.

#### INTENSIVE TRAINING COMPONENT

Negotiations concerning the implementation of the intensive training component of the training program resulted in the decision to offer the program at each of the three adult correctional institutions in the state. This not only maximized the availability of the program to institutional personnel, but also provided a geographic distribution of the program such as to allow more convenient access to it by the state's parole agents.

Given the practical considerations of minimizing the disruption of institutional programs and parole services, avoiding excessive financial expenditures for meals and lodging for parole agents, and minimizing the inconvenience of instructional personnel, it was decided to hold the intensive training program one afternoon per week for a ten week period at each of the men's institutions (Anamosa and Fort Madison). Since the distance between Rockwell City and Iowa City is so great, however, the entire intensive training program was presented during five consecutive days at the women's institution.

The program was begun on February 25, 1969, at Anamosa and continued every Tuesday until April 29, 1969. It was begun on February 27, 1969, at Fort Madison and continued every Thursday until May 1, 1969. At Rockwell City the program was implemented during the period of May 12-16, 1969.

Adequate facilities were provided by the institutions. At Anamosa, a large classroom in the education building was used, at Fort Madison, the training room-chapel was used, and at Rockwell City, the program was presented in the auditorium. In each case blackboards and podiums were available.

Instructional personnel were obtained from a variety of sources in the state. Attempts were made to select individuals who were highly competent to deal with specific correctional problems and to match their expertise to the presentation they made to the trainees. In most instances guidelines were provided informally to the instructors although each was allowed considerable freedom to develop his own presentation as he saw fit.

The majority of personnel came from the Bureau of Adult Corrections, the institutions themselves, and the University of Iowa. The Chief Parole Officer, the Director of the Bureau of Adult Corrections, the Parole Board Executive, and a Parole Board Member were among those participating from the Bureau of Adult Corrections. Institutional personnel included Program Coordinators, Superintendents, Deputy Wardens, Training Officers, Psychiatrists, and inmates. University instructors included members of the Departments of Sociology and Anthropology and Rhetoric, and personnel from the College of Law, the School of Social Work, and the Center for Labor and Management.

Problems of distance and conflicts of commitments made it impossible to use identical personnel at each of the training sites. This was not deemed to be a serious problem since institutional participants were intentionally varied so as to make the program somewhat specific to each of the institution's concerns and unique situations. Complete rosters of instructors are presented in Appendix V.

In general, lectures followed by a period of questions and answers and discussion constituted the mode of presentation. Each trainee was provided with a three-ring notebook in which he could take notes and retain instructional materials provided by the speakers. Most speakers provided at least minimal outlines of their presentations and in some instances they reproduced their entire presentation and distributed it to the trainees.

Less frequently used were panel discussions and small group trainee participation, although the former were built into the program at several points. Movies were avoided since those that were regarded as both useful and relevant were relatively rare and many had already been used by one of the institutions in its in-service training program.

As one would expect, the impact of the presentations appeared to vary considerably and trainee interest also appeared to wax and wane accordingly. Some of the factors apparently entering in included the degree to which the presentation was well-organized, the forcefulness and enthusiasm of the presenter, whether or not the presenter was known personally by the trainees and the degree to which the topic coincided with the trainees' personal on-the-job situation or concerns.

The intensive training program was designed specifically for non-professional, non-administrative, institutional personnel as well as for parole agents who typically did not have college degrees. With the exception of personnel in essentially "non-correctional" positions (such as clerks and secretaries), employees over 65 years of age, and employees with no contact with inmates, all non-professional, non-administrative personnel in the institutions were defined as eligible to be selected as trainees although there was some variation between institutions because of difference in maintenance needs, in this respect. At Fort Madison, for example, dietary personnel were defined as ineligible by the institution, whereas at Rockwell City clerical personnel were defined as eligibles.

Within the list of eligibles each institution designated the number of employees within each specific type of position that could participate in the program without disrupting the functioning of the institution. A table of random numbers was used in selecting trainees from each of these categories. Despite this, a number of those selected were excused from participation for a variety of reasons, including anticipated resignation, the holding of outside jobs ("moonlighting") or other extenuating circumstances. The result was that while all trainees were selected via the above mentioned procedures, not all of those who were initially selected actually participated in the training.

Parole officers were selected by the Chief Parole Officer. All were initially defined as eligible although the necessity for maintaining parole services and conflicts of commitments led to a number of agents being excused from participation. Geographic proximity to the institutions determined which program the agents participated in with the exception of female agents, all

of whom were assigned to the Rockwell City Program.

Satisfactory completion of the program required attendance of 70% or more of the ten sessions. Only two participants did not meet this criterion: one parole officer at Rockwell City, and one farm foreman at Fort Madison. The following list indicates the number of personnel trained at each location as well as their occupational characteristics:

Institutional Personnel

Anamosa:

- 1 Storekeeper
- 1 Correctional Captain
- 1 Correctional Lieutenant
- 11 Correctional Officers
- 2 Food Supervisors.
- 1 Master Barber
- 1 Painter
- 1 Special Therapist
- 1 Vocational School Teacher
- 2 Building and Grounds Foremen
- 6 Industries Foremen
- 2 Industries Superintendents

Sub-total 30

Fort Madison:

- 1 Correctional Captain
- 2 Correctional Lieutenants
- 21 Correctional Officers
- 1 Master Plumber
- 1 Special Therapist
- 2 Vocational School Teachers
- 3 Industries Foremen
- 2 Industries Superintendents

Sub-total 34

Rockwell City:

- 1 Cottage Director
- 5 Cottage Supervisors
- 1 Storekeeper
- 1 Special Therapist
- 1 Attendant
- 1 Assistant Food Supervisor
- 1 Vocational Teacher
- 1 Secretary

Sub-total 12

Parole Agents:

- 13 Anamosa
- 6 Fort Madison
- 5 Rockwell City

Sub-Total 24

TOTAL TRAINED: 100

PROGRAM EVALUATION

After a time lapse of slightly over a month the trainees and a control group in each institution were contacted by a staff member from that institution and were asked to fill out a follow-up questionnaire. The control group questionnaire contained a series of attitudinal questions selected from the questionnaire given to all institutional employees in January-February, 1969. The questionnaire administered to the trainees combined the same items with a series of questions designed to elicit their reactions to the training sessions. Questionnaires were mailed to parole agents at approximately the same time. Since most of the agents had participated in the training, the control group for this category was quite small.

The evaluation of the program is based on analyses of the trainees' subjective evaluations of the program and analyses of attitudinal change in the training group as contrasted with the control group.

As indicated below, 100 persons participated in the training sessions but the analyses are not based on 100 questionnaires since not everyone in the training group completed a questionnaire both before and after participating in the training. An effort was made to obtain a control group at each institution similar in size and occupational make-up to the training group. However, some persons in the control group also did not fill out and return both before and after questionnaires. Variations in size between training and control groups within institutions is due then to a lack of matched questionnaires for every individual selected for the groups. The subjective evaluation analysis was based on all trainees who returned questionnaires after participating in the session regardless of whether or not they had completed one prior to participation. The attitude change analysis was based only on those respondents for which both before and after questionnaires were available. The number of individuals from each institution completing both before and after questionnaires is reported below:

Institution	Anamosa	Ft. Madison	Rockwell City	Parole Agents	Total
Number Trained	30	34	12	24	100
Trainees Completing both questionnaires	27	27	11	10	75
Number of Controls	32	36	12	-	80
Controls Completing both questionnaires	26	27	6	3	61

### Trainees' Evaluation

As indicated above, a series of evaluative questions was asked of those who had participated in the intensive training program. These questions required the respondent to select one of a series of fixed alternatives in most instances, although a number of open-ended questions also were included allowing the respondent to present whatever views he may have had concerning the program.

The responses to the fixed alternative questions are presented in two tables. These tables are located at the end of this report. Table I presents the proportion of trainees responding to each of the alternatives to each question, first for the total trainee group and then by the trainees' place of employment (Fort Madison, Anamosa, Rockwell City, and Parole, respectively). Table II reports responses to the same questions, but categorizes the trainees by institutional affiliation and, within this category, by type of employment within the institution. Type of employment is dichotomized as correctional officer (including correctional officers, correctional lieutenants, and correctional captains) and all other positions (including, e.g., industries, maintenance, vocational instructors, dietary personnel, etc.). These tables enable one to see how the trainees in general viewed the training program as well as how different categories of trainees perceived it.

In general, the trainees appear to have perceived the training program favorably. At least 60% of the trainees responded either very favorably or moderately favorably to each question and in most instances over 80% of the trainees responded somewhat favorably or higher. In only one instance did more than 20% of the responses fall in the two least favorable categories.

When Table I is viewed in terms of the place of employment rather than in terms of the total training group, it is readily evident that the training program was received differentially by the various groups. In general, trainees from Fort Madison were less favorable than trainees from Anamosa, and trainees from both of these institutions were less favorable than trainees from Rockwell City. It appears that the less the security-orientation (or custody orientation) of the institution, the more favorable were trainees. Or, to put it a little differently, the greater the treatment orientation of the institution, the greater the favorability of the trainees' evaluation of the training program.

The parole agents are more difficult to interpret. Their responses appear to be somewhat less patterned, being sometimes more favorable than the trainees from either of the men's institutions and at other times being the least favorable of all groups. It should be noted that a fairly high percentage of parole agents participating in the training (less than half) failed to complete and return evaluation questionnaires.

The extremely favorable ratings by the trainees from Rockwell City is also noteworthy. It should be remembered that the training program at Rockwell City was presented continuously over a five-day period and not extended over a ten-week period as at the men's institutions. Other factors, however, may be accounting for this difference in that at Rockwell City a strong treatment climate persists, the trainees were all women, and the offender population is radically different, to mention only some of the obvious possibilities.

In Table II, correctional officers within the institutions are compared

to other employees. Within the men's institutions combined and for Rockwell City the differences between the two types of employees are generally small and are outweighed by the overall similarity that is evident. Differences are apparent, however, within each of the men's institutions. For the Fort Madison trainees, the "Other" employees are generally more favorable in their evaluation of the training program than are the correctional officers. On the other hand, at Anamosa the correctional officers are generally more favorable in their responses to the training program than are the "Other" employees.

The evaluation questions fall into four main categories: (1) Questions asking for general evaluation of the training program; (2) Questions concerning the training orientation of the trainees; (3) Questions concerning the perception of the trainees as to how well specific information was transmitted in the program; and (4) Questions asking trainees to indicate their perception of the consequences that the training program has had for them as individual employees. Each of these categories will be dealt with in order.

#### 1. General Evaluation

Three questions were designed to assess the trainee's general evaluation of the program: How interesting did you find the training sessions? How useful do you think the training was to you? How well organized did you find the programs to be? The trainees were asked to respond to these questions on a 5 point scale of high to low favorability.

The trainees demonstrate considerable interest in the program. Slightly more than 75% of the total training group found the program at least moderately interesting and only about 10% found the program not very interesting or not interesting at all. The most interested group was that at Rockwell City, wherein all found the program to be at least moderately interesting while the least interested group was the correctional officers at Fort Madison where 57% found the training at least moderately interesting. The only two trainees who indicated on the questionnaire that the program was not interesting at all are to be found in this group.

A somewhat smaller proportion of the trainees found the training useful, although the results are still quite favorable. Nearly two out of every three trainees (66%) regarded the training as at least moderately useful. Rockwell City "Other" employees regarded the training most favorably on this dimension (100% at least moderately useful), and Fort Madison personnel were generally least favorable (48% at least moderately useful). However, for the Fort Madison personnel it should be noted that over 77% regarded the training as at least somewhat useful.

The trainees also regarded the program as being well organized. Of the total training group 76% thought that the program was at least moderately well organized, the most favorable again being the employees at Rockwell City, 100% of whom thought it was very well organized. Fort Madison correctional officers again responded least favorably on this dimension, only 52% thinking the program was at least moderately well organized and only 9% thinking that it was very well organized.

These results are generally quite encouraging in that the program was offered under the direction of "outsiders" to a non-voluntary group of trainees. Even those groups responding least favorably in comparison to other groups responded generally favorably. It is thus possible to

conclude that the program was well-received by those who participated in it.

## 2. Training Orientation

Two questions were designed to ascertain the trainee's orientation toward training and his assessment of who should be involved in this type of training program: How willing would you be to participate in this kind of training in the future? Do you feel that this kind of program ought to be required of all correctional employees? The latter question was followed by six possible alternatives and the trainees were asked to check all that applied.

Over 72% of the trainees indicated that they would be at least moderately willing to participate in "this type of training in the future." Only 13% indicated that they would be not very willing or not willing at all to do so. Employees of Fort Madison and the parole agents were least willing to participate again whereas employees of Anamosa and Rockwell City indicated that they would be more willing.

Slightly more than half of the trainees thought that "this kind of program should be required of all employees." Employees at Fort Madison and, surprisingly, "correctional officers" at Rockwell City were least likely to check this alternative whereas parole agents, employees at Anamosa and "Other" employees at Rockwell City indicated that they agreed with the alternatives.

Respondents were considerably less likely to check any of the remaining alternatives although it is evident that they would be somewhat willing to require the training of new employees. Most did not indicate that training should be made available only on a voluntary basis and only 5% indicated that the training program should be dropped altogether. If these responses are valid, they seem to indicate that the trainees did not object to the program, are unwilling to restrict the training to specific categories of employees, do not greatly object to the involuntary basis of selection of trainees, and do not want to see the program dropped.

## 3. Specific Information

Seven questions were designed to get at how the trainees perceived specific kinds of information that was to have been transmitted during the training sessions. This information transmission was conceived as a major segment of the goals of the entire training program (cf. earlier discussion of goals). The questions attempted to get at the trainee's knowledge and understanding of the correctional process, the organizational problems of a prison, the causes of criminal behavior, the laws governing the correctional process, the problems and attitudes of people in other positions, and the philosophy of the Bureau of Adult Corrections. An attempt was also made to see if the trainee had come to know many other people as a result of the training program.

The responses to these questions indicate that, at least from the trainee's perspective, the objectives were quite well achieved. Over two-thirds (68%) indicated that they understood the correctional process at least moderately better, 70% indicated that they knew at least moderately more about the organizational problems of a prison, 61% indicated that they understood at least moderately better the laws governing the correctional

process, 74% indicated that they learned at least moderately more about the problems and attitudes of people in other positions, and 61% indicated at least a moderately better understanding of the philosophy and policies of the Bureau of Adult Corrections.

On the other hand, only 42% indicated that they knew at least moderately more about the causes of criminal behavior. This topic was dealt with much less ubiquitously in the training program than were most of the others, and thus might realistically depict the basic orientation of the only sub-session in which causation was directly considered. In that session considerable attention was given over to pointing out the great divergencies of thinking about causation as well as the complexity of the kinds of questions that would have to be resolved before adequate theories of criminal behavior could be developed.

All of the trainees indicated that they got to know at least a few other persons during the training sessions, although only about one-third indicated that they got to know many other people.

In virtually every case, Fort Madison personnel responded least favorably on all of these items and Rockwell City personnel responded most favorably. Few consistent differences exist between correctional officers and "others" when comparisons are made within institutions. Place of employment appears to be more important than does occupational classification within the place of employment.

The data lead us to conclude that the training program was quite successful in transmitting specific kinds of information to the trainees, at least from the perspective of the trainees themselves.

## 4. Consequences for Individuals

Four questions to be answered yes or no, each followed by an open-ended question, were asked in order to ascertain specific perceived individualistic effects of the training program. Trainees were asked whether or not they felt differently toward their jobs, or toward training, if any experiences they had in training influenced them to think about the way they did their jobs and whether or not they had been able to put anything learned in the training program to use in their jobs.

Responses to these questions constitute the least impressive results of this section of the questionnaire. In no case did over 50% of the trainee group as a whole give an unqualified "yes" response to these questions. For the total group, responses ranged from a high of 49% who said that they felt differently toward their jobs to lows of 37% who said that they felt differently toward their jobs and 37% who said that they felt differently toward training. Employees of Rockwell City responded most favorably, while employees of Fort Madison responded least favorably. Among Fort Madison employees, correctional officers were less favorable than were "other" employees whereas at Anamosa correctional officers were somewhat more favorable than were "other" employees.

These responses are difficult to interpret. Since the program was basically informational, it provided no readily tangible outcomes. Therefore, the trainees could be expected to have difficulty in identifying specific behavioral consequences. Those who responded favorably (yes) to the questions did not always identify specific changes, but often mentioned an increased appreciation for the value of training and for the problems involved in achieving the goals of the correctional system. This interpretation seems reasonable in view of the favorable evaluation on other dimensions that we have discussed above.

Open-End Evaluations

Examination of the written response to questions do, however, reflect certain reactional patterns which we have attempted to abstract and illustrate. Slightly less than half of the respondents answered yes to the question, "Do you feel any differently toward your job than before you participated in the training session?" Thirty-three of these individuals attempted to indicate how they felt differently. Two general kinds of response patterns tended to occur:

1. an indication of a greater knowledge of the correctional process, of other people's jobs and of their problems; and

2. an indication of feelings that their job is important and that they are part of a system.

These were feelings that the program was designed to produce (cf. section on goals.) Some examples of the first type of response taken from the questionnaires are:

- (3017) "Other people's problems and goals have been brought into focus."
- (2018) "I realize a little more the importance that each of us can contribute toward the inmates' rehabilitation."
- (2089) "I have a little better understanding of the set up. This is teamwork, not an individual job. This class started back even before an inmate was brought to trial, his downfall, and carried right on through h's release."
- (2213) "I feel that I have become more understanding with my co-workers and the inmates in some of their problems."

The second pattern is illustrated by these examples:

- (2140) "My work seems more important."
- (2243) "It makes a person realize the importance of his job."
- (1094) "I feel more a part of the staff."

Not all changes in feeling were necessarily positive. Sometimes the identification of problems and conflict areas can result in feelings of frustration as illustrated in the following quotes:

- (6013) "I feel differently because I have begun to wonder if much of anything is being accomplished that still wouldn't be accomplished if we were not here."
- (1072) "I feel that corrections is sincere in trying to help inmates return to society. However, I do not agree with the methods in some areas."

Thirty-eight percent of the respondents (29) answered yes to the question "Do you feel any differently toward training now than you did before you participated in the training sessions?" Thirty persons gave responses as to why they felt differently, and one who said no also responded. The number of persons answering this question cannot be taken as a measure of those favoring training as many obviously were favorable to it before training began. This can be seen in some of the responses reproduced here.

- (3005) "I have always been all for training."
- (2158) "Always did believe training is a very important part of any job."

- (2160) "I have always believed intensive training is the only answer to a successfully run institution."
- (6007) "I looked forward to attending the class prior to its starting and now I feel that it was worthwhile."

A fairly high proportion of the responses to this question were somewhat general indicating that respondents had gotten something out of the program with perhaps the implicit meaning that he really hadn't expected to. Examples are:

- (2029) "I learned much from sessions that I knew nothing about."
- (3027) "I feel that I learned a lot more of Bureau of Adult Corrections policies and philosophy."

There were also a few negative comments that could not be readily classified:

- (6008) "Not designed for field services."
- (1072) "It is still dull and not very interesting."

In response to the question, "Did any experiences you had as a result of the training sessions influence you to think about the way you do your job," approximately 39 percent of the respondents (30) answered yes. Twenty-two of these attempted to specify how. Two patterns of responses emerged indicating (1) changes in behavior, and (2) more insight into their job and into inmate behavior.

Illustrations of the first type of response are:

- (3007) "Mostly in the way I treat individuals."
- (2243) "Calling the counsellors when a man has problems."
- (6007) "I feel that I give the person with whom I'm working a longer look look so to speak, if he should violate any rules or regulations."

Illustrations of the second type are:

- (2018) "Gives you different insights as to why inmates do some of the things they do!"
- (2140) "From the training sessions I realize there are two sides to my work."
- (1072) "It gave me a more general picture of the operation."
- (1034) "The influence I received in the training was that we must do a better job with inmates inside the walls so more inmates can make their paroles once they are outside."

In response to the question, "Have you been able to put anything that you learned in the training program to use?", approximately 43 percent (33) indicated they had. All thirty-three made some statement regarding what they had done. Some gave very general kinds of responses indicating they had modified their behavior in certain ways. Others indicated specifically what they were doing differently. Some examples of the general response are:

- (3008) "In the way I handle different situations."
- (2158) "By using more supervision on the inmates' level and trying to help them more."

- (1072) "My approach to problems has improved."
  - (6007) "In working with the offender I feel I have a better insight of the basic problems of each individual."
  - (2160) "Be more cooperative with institutional staff."
- Illustrations of specific uses of training experience are:
- (3004) "Some of the communication skills set forth both written and verbal."
  - (3011) "Giving better instructions, listening better to suggestions. Being more tolerant of mistakes made. Communicating better."
  - (2243) "Understanding and reasoning with an inmate and giving him the credit due with a job well done."
  - (1052) "I try harder to understand these people's problems and look for a way in which we can work more efficiently so that they can become good citizens."
  - (6301) "Informing the judges in my area about the rehabilitation program offered by the institutions and also the various programs we have for men on probation."

In part as a way of evaluating the program and in part as a way of improving future ventures of this kind, the men were asked a number of questions about the overall program. Forty-nine persons responded to the question, "If the training program were to continue, what changes would you recommend so that it could be improved?" The statements seemed to fall into 4 categories:

1. No change necessary
2. Change the time or length in some way
3. Modify the format; i.e., the way the material is presented
4. Modify the content of the session; i.e., the kinds of material presented

A fair proportion of respondents indicated that they would not change the program as they felt it was adequate as presented. Examples of this kind of statement are:

- (3011) "No change. Very well presented and clearly defined."
- (2089) "Naturally there is always some change that could be made. This one was good enough for my money."
- (1112) "None, just keep the training program up."

Most of the time oriented statements involved shortening the length of the sessions which ranged from 3 to 4 hours, although a few offered suggestions for specific dates. Stratton and Perry also received many oral comments reflecting a desire to have the length of the sessions shortened. In future programs two hour sessions should probably be utilized unless the program is run on a week-long basis. Some examples of time change statements are:

- (3005) "Shorter sessions so as not to become overly tired."
- (2140) "Time of day and length of sessions were very good."
- (1034) "Two hours instead of 4 hour programs."

- (6035) "To include the training program in our correctional association meetings twice a year."

The recommendations for changes in format were quite varied, but among the most frequently occurring statements were requests for greater participation by the trainees in small group sessions and in question and answer sessions. Ample opportunity was given in all sessions for questions so probably requests of this nature indicate a desire for less formal presentations. At Anamosa an inmate panel was utilized and a number of Anamosa trainees felt that a more frequent use of inmates would have improved the sessions. At Rockwell City, where four inmates were among the trainees and present at almost every session, a high proportion of respondents (particularly parole agents) suggested that in the future they be excluded. Panels of staff were also favorably received and requested for future programs. The majority of the programs were formally presented. Future programs would probably be better received if formal presentations constituted a smaller proportion of the total program. They should not be eliminated, however, as this method is still one of the more effective ways of disseminating information. Illustrative of some of the format change statements are:

- (2021) "More class participation - more answer periods."
- (2103) "I think if they showed some films it would help a little."
- (2187) "Have more panel discussions."
- (2243) "I would like to see more of the inmate and staff panel discussions. These really helped to see both sides."
- (1151) "More class involvement - less college lectures."
- (6009) "More small group sessions and less lecturing."
- (6015) "The presence of clients at the sessions hinders the parole officers from expressing their true opinions. I definitely feel that the policy should be stopped."

The comments on changes in content reflect either a failure on the part of the directors to communicate that the purpose of the sessions was to transmit a general background for correctional work rather than specific skills or a failure on the part of the trainees to perceive the utility of this kind of training. It was the goal of these sessions to supplement the specific skill training provided in the institutions on the job training program, not to provide such training. Remarks illustrating the trainees' desire for specific skill training are:

- (2021) "Custodial officers should be shown how to give orders and approach the different kinds of inmates."
- (2152) "Break it down into more specific areas of training - it was more of an introductory course teaching a little about a lot of things, but nothing to really help a great deal."
- (1072) "Training in narcotics, training in handling mental problems as well as recognition of same, some forms of defense, self as well as institutional procedures in emergency."
- (6008) "Split into two groups to design training program specifically for each."

Some of the above quotations suggest that there is a need for an evaluation of the existing on-the-job training program. It appears that some employees feel they are not receiving adequate training in job skills.

In an effort to discover which aspects of the program were perceived by the trainees as having the greatest importance for them, the question "In your opinion, what were the most meaningful aspects of the program?" was asked. Forty-nine persons replied. The responses seem to be most efficiently reported as falling into four categories. The first was an undifferentiated response, i.e., not selecting out any particular aspect for comment, but rather remarking on the training as a whole. The second kind of response dealt with specific sessions referring either to the topic or to a speaker. The third category of responses was content oriented, i.e., the trainee commented on specific themes or messages that cut across sections. The last category of comments focused on relationships, i.e., on events that transpired between people rather than on information dissemination or some reaction to it.

Examples of category one responses are:

- (3005) "It was all meaningful to me."
- (2243) "The whole ten week course was interesting."
- (1038) "It was all very interesting."
- (112) "All very well, the last six months the training program has been much better than before."

This kind of response can be taken as reflecting general satisfaction with the program but is not helpful in assessing strengths or weaknesses.

Examples of the second category of response are:

- (2018) "Correctional decision making."
- (2187) "The panel sessions."
- (1052) "The most interesting parts of the program were lectures by the psychologists."
- (1130) "The intensive training course given by Dr. Harper."
- (2130) "Panel on inmate-staff relations."

Judges, psychologists and psychiatrists were frequently mentioned and seemed to be well received by many of the trainees. A number of the Anamosa trainees mentioned the staff-inmate panel. This particular session seemed to have a great impact on the trainees because of the give and take between themselves and the inmates.

Illustrations of some of the specific content references are:

- (2021) "Using the right approach to the right inmate."
- (2121) "Parole officers and their work."
- (1094) "Learning about the parole officer's job so as to cooperate more with them."
- (2152) "Improvement of communication."

As can be seen from the illustrations above these comments seem to refer more to general themes than specific points of information or ideas. They suggest that at least for some of the trainees, some of the training program's goals were achieved.

The final category dealing with relationships contained only a few responses. Parole officers appear to make this type of response with greater frequency than institutional personnel. Some examples of this kind of statement are:

- (3017) "The improved relationship between most clients and staff."
- (6008) "Informal discussion with institutional personnel."
- (6035) "Being with the institutional personnel and getting to know them better."

Statements indicating improved client-staff relations were limited to Rockwell City personnel as only there were clients included in the training program.

In an effort to ascertain the weakest aspects of the program as perceived by the trainees they were asked, "In your opinion, what were the least meaningful aspects of the training program?" Forty-nine persons responded to the question and their replies were organized into four categories: (1) denials that there were any unmeaningful aspects to the program; (2) statements of general dislike or ambivalence regarding the total program; (3) comments selecting specific sessions; and (4) comments regarding the organization and/or content of the overall program.

Examples of the first type of response are:

- (3003) "It was all very meaningful."
- (2089) "I don't believe too much was wasted. It was good enough."
- (1052) "I thought that the program was very good and to say something was least meaningful would be hard to say."

The number of statements falling into this category was not large and probably was the response of those least critical of the program.

Some illustrations of general dislike or ambivalence are:

- (2156) "In my opinion you can get something out of every session no matter how dry it is."
- (1083) "Undecided."
- (1072) "So many I can't recall."

Most of these statements indicated mild dissatisfaction although there were a few that were quite negative (the last illustration above).

The bulk of the responses to the question fell into the last two categories. Those referring to specific sessions varied over a fairly wide range, and from institution to institution. This probably reflects both variations in quality of presentations and the trainees' perceptions of the relevance of the materials. Some examples of comments on specific sessions are:

- (3004) "Judicial, the role of the non-professional, community based program."

- (2018) "The rhetoric program."
- (2021) "Nature, scope and etiology of crime -- too many statistics in this lesson. Figures don't mean much to the average person."
- (6035) "The district judge part of the program was very weak, but we have some weak judges."
- (2025) "The talk by the parole supervisor and chief parole officer."

While it is somewhat difficult to distinguish between the last two categories, organization and content remarks tend to apply to more than one session and to be more relevant to the philosophy and structure of the total program. Some illustrations of this kind of comment are:

- (2140) "There were three speakers who merely repeated one another."
- (1031) "There were several that didn't concern me or the institution where I worked directly and these were least interesting."
- (6008) "Presentations by persons who have no knowledge of how actual field work is."
- (6015) "Youthful counselor working with older clients."

At the end of the questionnaire the respondents were asked, "please use the remaining space to make any further comments, suggestions, or thoughts that you might have about the training program." Thirty trainees responded in one way or another. Many of the statements might have been made better in response to earlier questions. The remarks ranged from being supportive of training, through making suggestions for change to being quite critical. The latter type was in the minority. It is possible that the more critical people did not put down their feelings or did not turn in questionnaires, but this is only conjecture. A few illustrations of the comments to the last question are:

- (3004) "One thought I gained was that the institutional wishes or hopes are not always the same as the political wishes, so we probably won't ever be able to make all the strides forward or at least in all fields."
- (2003) "The more programs we can have like the last one the better off we will be. The more contact we can have with professional people the more knowledge we can gain."
- (2089) "I think a short briefer once a year would be helpful. I think treatment and correction change from time to time. We should be brought up to date on these changes."
- (1037) "Uniform training for a correctional officer's duties and basic problems that arise."
- (6008) "I attended nine sessions, of which only two were of any interest. Consider the overall session a waste of time and taxpayers' money."
- (6016) "It was a good program. Suggestions and thought were well represented. I think in future programs ability of workers should be stressed at least equal to scholastic education on the subject. Sometimes the most educated do not have the ability to practice."

Attitude Change

If the training program accomplished all the goals that were established for it, it could be expected that there would be certain changes in attitudes among the trainees. The questionnaires were designed to measure a variety of attitudes and opinions relevant to correctional work. Although strict laboratory-type controls were impossible in this research, it would seem reasonable to expect that the trainees would change their attitudes differentially in comparison to the control subjects and that the directionality of change would reflect exposure to the information and orientations presented in the intensive training program.

A number of dimensions were selected as being likely to reflect change among the trainees. The questionnaires included measures of alienation (Srole's scale), free-will versus determinism, job experiences and job satisfaction, and 50 items designed to measure attitudes toward the law, inmates, the effectiveness of counseling, the effectiveness of probation and parole, treatment orientation, and numerous miscellaneous categories. A total of 77 items were included.

The amount and significance of changes in attitudes were measured by the use of Wilcoxon's T. This statistical measure indicates the degree of change between two related samples (in this instance the trainees before and after training and the controls before and after the training period). The direction of change can be determined by inspecting the ranked changes. We have adopted a .05 probability level for purposes of deciding whether or not a given amount of change is statistically significant.

A variety of comparisons were conducted between the training and control groups on each of the 77 items. The total training group was compared with the total control group. Place of employment served as another basis for comparison. Trainees and controls were categorized as being employed in the men's institutions, at Fort Madison, Anamosa, or Rockwell City, or as a parole agent. Both the training and control groups were broken down into three age groups: 35 or less, 36-60, and 61 or more. Institutional employees were categorized as being correctional officers, industries workers, or "other" employees. Those with 8 years or less of education were viewed as distinct from those with more than 8 years of education. Length of employment in corrections was also used for comparison, the categories being less than 4 years in corrections, 4-9 years in corrections, and 10 or more years in corrections. It was thought that the training program might have had a differential impact upon each of these different classes of correctional employees.

The comparison of the total training and control groups before and after training reveals relatively few statistically significant changes in attitudes. Changes in alienation, free-will versus determinism, job experiences, and job satisfaction were negligible for the two groups. A number of changes were evident on the remaining items, however, and most of these occurred in the expected direction. Generally, when the trainee group changed, it changed in a favorable direction and when the controls changed, the change was in an unfavorable direction. In some instances it appears as though

TABLE III

## SIGNIFICANT ATTITUDE CHANGES FOR TOTAL TRAINING GROUP AND TOTAL CONTROL GROUP

<u>GROUP</u>	<u>CHANGE IN DIRECTION OF</u>	<u>ITEM</u>
Both	Disagreement	All laws should be strictly obeyed because they are laws.
Training	Agreement	Inmates in group counseling tend to break fewer prison rules than those who do not participate.
Both	Agreement	Counseling is a necessary part of a prison program.
Control	Agreement	Personal circumstance should never be considered as an excuse for lawbreaking.
Training	Agreement	Parolees who have participated in group counseling in prison are less likely to violate parole than those who have not participated.
Control	Agreement	Participation in training programs should be required of all workers.
Training	Disagreement	Imprisonment merely embitters a criminal.
Control	Agreement	Nearly all inmates in this institution need intensive counseling.
Training	Disagreement	Most training programs are irrelevant to what one does day-to-day on the job.
Training	Agreement	Inmates should have a greater voice in determining programs and policies that affect them.
Control	Agreement	Preventing escape is more important than treatment.
Control	Agreement	There is still a lot to be said for a get tough policy towards inmates.

the training group held the line despite unfavorable changes among the controls. The specific changes are indicated in Table III.

It must be indicated, however, that on most of the items no changes were evident. Even though one or two items that dealt with the law, inmates, training, or whatever might have changed, the majority of items in each of the scales did not involve statistically significant changes among either the trainees or the controls.

The categorization of trainees and controls in terms of the characteristics mentioned above proved to be relatively unfruitful. Irrespective of the characteristic, the number of sub-groups exhibiting no statistically significant changes again far outnumbered those in which statistically significant changes occurred. Some patterns were evident among the changes, however.

Trainees employed at Fort Madison changed on a greater number of items than did other trainees. Changes among employees at Anamosa and Rockwell City were, in fact, virtually nonexistent. Since both Anamosa and Rockwell City are less custodially oriented institutions the program appeared to have had less impact among those who were already somewhat more favorably oriented to begin with. Changes among the parole agents were also minimal.

Among the remaining characteristics, 36-60 year-old trainees demonstrated more changes than did either younger or older trainees, correctional officers changed more than did industries or "other" institutional personnel, those with more than 8 years of education exhibited more changes than did those with less education, and the number of years in corrections produced little difference among the categories.

These patterns lead to rather ambiguous conclusions. On the one hand, those who would at first glance appear to be the most difficult to change exhibited the most change (Fort Madison employees and correctional officers). On the other hand, the more educated exhibited greater change than the less educated, "middle-aged" employees changed more than either the youngest or the oldest employees, and length of employment made little difference at all.

A careful perusal of the data leads to the conclusion that the intensive training program component of the program had minimal impact on the attitudes of trainees. This is discouraging although in some respects it might have been expected. A program that is designed to dispense information and to stimulate thought rather than to indoctrinate trainees into a particular line of thought might be expected to produce these kinds of results. Also, the fact that many of the topics measured by the attitude scales were dealt with only indirectly might have been responsible for the trainees' failure to be influenced. What perhaps should have been salient apparently remained implicit.

#### Conclusions

In summary, three different kinds of measures were utilized to assess the impact of the training program. Responses to the fixed alternative evaluation items indicate that generally the program was well received by the trainees. Responses to the open-ended questions further indicate favorable reactions to the program. Some of these responses indicate insight development and knowledge acquisition. The measures of attitude change show little impact on the dimensions that were measured.

It can be concluded that the goals of the program were at least in

part achieved under conditions that were somewhat less than optimal. While no direct measures of knowledge acquisition were obtained (i.e., test scores), trainee responses to questions regarding information acquisition indicated that they felt that they knew more about the correctional process, organizational problems of a prison, the problems and attitudes of people in other positions, etc. A variety of responses to the open-ended questions also gave this impression. Since the program was primarily designed to transmit this kind of information it would appear that this goal was achieved. How successfully it was achieved cannot be assessed with the measures we have available. If future programs of this nature are given it would be desirable to subject the trainees to testing at the end of the session to determine the level of their knowledge acquisition and of their sensitivity to the essential features of the correctional process.

In addition to transmitting information the ten week program attempted to improve communication skills, improve communication across levels of the administrative hierarchy and between prison and parole personnel, increase professional identification and change attitudes.

It is unlikely that the one session on communication skills had any appreciable impact on the skill level of any of the trainees. It is clear, however, from responses on the evaluation questionnaires that some trainees were sensitized to the importance of good communication and to their own needs for improvement in the area. A course in communication skills might attract some of these people more readily than before.

There was little evidence to indicate that the amount or quality of communication across levels of the administrative hierarchy had improved. Many of the parole agents indicated that they had gotten to know more prison personnel as a consequence of the training, however.

The only sources of evidence regarding changes in professional identification were responses to open-ended questions regarding the training. A number of persons indicated they felt their job was more important as a consequence of the training. To a large degree, the inability to assess changes in this area is due to the failure to include adequate measures of professional identification in the questionnaires.

Attitude change was the least successful of the goals of the program. This is not surprising given (1) the difficulty of changing attitudes generally and (2) the structure of the program. Firmly held attitudes are not easily modified under any circumstances, but research in this area suggests that one of the more effective ways to achieve change is to involve the subjects in activities requiring them to present and defend the attitudes desired to others (e.g. reverse role-playing, etc.). This approach was not utilized in this program as it would have minimized the effectiveness of one of the other major program goals - information dissemination. In future programs it might be possible to more effectively "carry" these two goals in the same program - particularly if participation in such programs becomes defined as an activity expected of all employees.

It is the conclusion of the directors that the program was generally successful although there are a number of modifications that should be effected if the program is to be presented again. These and other recommendations will be discussed in the next section.

### OVERVIEW AND RECOMMENDATIONS

After having presented the training session three different times, talked with many trainees about it, listened to feedback from a variety of sources, and analyzed the evaluative materials, the directors have a much different perspective on the training sessions than before they began. Weaknesses and strengths of the program are much clearer in retrospect than they were in the planning or implementation stages. A description of what the directors perceive as some of the problems associated with the program as well as some of its strengths will provide a background for interpreting the outcome of the program and the trainees' reaction to it.

The training program had as one of its primary strengths the support and the cooperation of the administrative personnel of the Bureau of Adult Corrections and of the Parole Board. Cooperation of prison personnel was all that could be asked for. The training officers at Anamosa and Fort Madison and the assistant superintendent at Rockwell City contributed greatly to the smooth operation of the programs. John Walton, Chief Parole Officer for the state and Russel Bobzin, Parole Board Executive, served ably as instructors and also provided a variety of other kinds of assistance. In addition, personnel from the University of Iowa, particularly Lyle Shannon, Chairman of the Department of Sociology and Anthropology, and from the State Judiciary as well as from other organizations contributed to the program through their support and by participating in the various sessions as instructors in topics dealing with their special competence. The interest and cooperation of these persons and agencies were among the greatest assets of the program.

The program also encountered a variety of difficulties (some of less concern than others) in the course of its development and implementation. The first of these might be labeled "uncertainty." Uncertainty played its role in a number of ways. One was in relationship to the OLEA grant itself. There was a long period of time between the request for transferring the grant from Harvey Miller to Drs. Stratton and Terry. Then, just as planning was underway, notice was received that the implementation stage (the second year) would not be funded. This resulted in uncertainty regarding whether the program would actually be put into effect. Finally, after arrangements were made to implement the training sessions as a pilot program, it was uncertain whether there would be funds available to continue it in the future and to implement the college course aspect of the program. These uncertainties not only affected the attitudes of the directors, but the trainees as well.

A second kind of difficulty lay in the structure of the training. The directors were from outside the field of applied corrections as were a substantial minority of the "instructors." This resulted in some resistance to information transmission on the grounds that "they don't know the practical side." This problem was somewhat aggravated by the fact that some of the trainees had expected "practical," i.e. job skill training. Since they didn't have their expectations met they tended to devalue the experience to which they were exposed. The fact that the directors were perceived as younger than most of the trainees and were associated with a "radical" discipline - sociology - also tended to create some barriers to communication. These problems were partially attenuated by the utilization of well known and respected personnel from the Bureau of Adult Corrections, from the institutions and from the Parole Board as instructors.

A third kind of difficulty was related to coordination. This involved both trainees and instructors. Since the trainees were selected randomly from the institutional rosters they represented all three work shifts. This meant that some men (e.g., third shift) were sacrificing sleep to attend the sessions. Others had transportation problems, baby sitting problems, second job problems, etc. Some of them were understandably upset by this and it affected their attitudes toward the training. This was particularly so if they felt they were only going to spend a few more years in corrections or if they felt their job was such that no training was necessary. While efforts were made to shift days-off and reschedule shifts for some of the men, this did not resolve all of the problems.

Distance was a particularly acute problem for the parole agents. Some of them spent as much or more time traveling as they did in the training sessions. This was also a problem for many of the personnel utilized as instructors. Those traveling from Iowa City or Des Moines to Fort Madison or Rockwell City spent nearly a whole day in traveling in order to give one presentation. While this distance problem did not seriously impair the directors' ability to obtain instructors for the pilot sessions, it could cause difficulties in the future.

Another difficulty lay in part in the promotion of the training. While it appears that the majority of the trainees were favorably oriented to training in general and to these sessions in particular, some were quite negative and some were quite vocal about it. Part of the difficulty resulted from their being "drafted." This was built into the program. Some apparently could not see the long-run implications of the training for their own careers in terms of promotion, salary increase, or other kinds of advancement. Finally, some felt that they would not be able to put new insights to use because of resistance from above. Further training would probably be more readily accepted and hence be more successful if it were clearly and demonstrably tied to advancement and if higher supervisory personnel were familiar with and endorsed the content of the training sessions.

On the basis of the evaluation analysis and the preceding discussion, the directors would suggest that future intensive training programs take into consideration the following suggestions:

- (1) The sessions should not exceed two hours duration unless the training is being given in a concentrated period (e.g., five continuous days). Even then, the sessions should be interrupted periodically for coffee breaks and lectures should be interlaced with discussion periods.
- (2) Care should be taken to make sure that the vocabulary is suited to the level of the trainees and that too many ideas or facts are not presented at one time. If possible, the training groups should be educationally as homogeneous as possible. In the pilot sessions the educational level ranged from less than 8th grade to college graduate.
- (3) While there is apparently some benefit to be derived from mixing parole personnel with institutional staff in these training sessions, the benefit is maximized for both groups if the number of parole agents is kept small and the material exclusively relevant to a particular group's activities kept to a minimum.
- (4) Parole agents should have additional training of a job-oriented nature above and beyond that obtained in the intensive training sessions.

- (5) To maximize trainee satisfaction and to facilitate learning and attitude change, activities requiring the active participation of the trainee (e.g., group discussion, role playing, questions and answers, etc.) should be frequently utilized. Visual aids might be used on occasion as a change from a lecture style of presentation, but should not be relied upon too extensively.
- (6) If reading and written assignments were built into the training the trainees might take the training more seriously and derive more benefit therefrom. Examinations should be required for certification.
- (7) If the above recommendations are adopted, a size limitation of about 30 should be placed on the groups in order to facilitate trainee interaction with instructional personnel and with each other.
- (8) Experiences at Anamosa and Rockwell City indicate that inmate participation in training sessions can be quite beneficial if the inmates can enter into the exchanges with institutional personnel. More extensive utilization of inmates where appropriate is recommended.
- (9) A lack of ability to empathize with inmates seems to be a problem for some institutional staff. It might be useful if, as part of their training, staff members shared some inmate experiences such as spending a night in a cell, being run through the reception procedure, etc. This might be difficult to impose on current employees but should be considered for new ones.
- (10) Employees might participate more fully and actively in training of all kinds if the ties between training and career advancement were made clearly apparent.
- (11) It is recommended that all new personnel be exposed to a training program of the nature of the one under discussion within 6 months of their employment. Other employees who are in inmate-contact jobs, low-level supervisory positions, and volunteers should also be exposed. It should be noted that this program is no substitute for job skill training which should be acquired in routinized in-service training; nor is it a substitute for advanced study. It is a basic introduction to the correctional process as it operates from arrest to release in the State of Iowa.

#### Recommendations

The directors of this pilot project would like to conclude this report with some recommendations for training correctional personnel in the State of Iowa. The original grant was based on a plan to develop a training program for personnel in contact with inmates. This is a laudable goal but a limited one. If any kind of organization is to maximize the potential of its personnel for goal achievement all levels of personnel should be involved in periodic training: (1) top-level management, (2) middle-level supervisors, (3) low-level supervisors, (4) line personnel, and (5) professional staff. The nature of the training should vary with the category of staff in question - refresher courses or seminars for professional staff, management and/or executive development seminars for supervisory personnel, and in-service training and general educational development for lower-level line personnel. It is inefficient to focus training on only one level as the

benefits cannot be maximized unless all employees of the system share the same orientations. If training must be restricted, it is most efficient to restrict it to the higher staff levels.

The following recommendations are based on the assumption that the Bureau of Adult Corrections wishes to make a major commitment to the training and educational up-grading of its personnel. This commitment will require the expenditure of both human and financial resources over a period of years. Manpower development is costly but it also pays large dividends in more efficient and effective employee service, a better public image, and more confident and satisfied employees. The following recommendations are offered as ideals with the realization that a variety of contingencies might interfere with their immediate implementation and also with the awareness that some of them are already in various stages of implementation.

#### R1 A position of Training Coordinator be developed at the Bureau level.

Training will not receive the resources it needs unless it has a "spokesman" to defend its interests. In most organizations where training is not well established it is one of the first activities to be sacrificed when economic pressures develop. Further, a bureau-level coordinator would be in a position to initiate and organize programs for specialized personnel across institutions, e.g., first level administrators. A position at this level would also lend additional prestige to the training activities for personnel at lower levels. Program evaluation and resource utilization would also be more effective. The Bureau Coordinator would be in a position to be aware of training resources in the state as well as elsewhere and to negotiate for their utilization. He could also serve as training officer for those units too small to support a full time person in this capacity (e.g., Riverview and parole staff). A fully developed training program for a large and complex organization needs and deserves a full time person to run it. A transitional compromise might involve a part-time coordinator working in conjunction with part-time consultants who have some expertise in training.

R2 Full time training officer positions be developed and supported with sufficient resources to operate effective in-service training sessions at Fort Madison and Anamosa. The positions currently exist (Fort Madison's recently becoming full time) and programs are in operation. Efforts should be extended to provide consultant services for the training officers (from the Bureau or from outside) and sufficient funds to enable the officers to develop adequate in-service training programs. Employees who work in daily contact with inmates feel quite insecure unless they are trained to deal with the day-to-day disruptions and potential problems they encounter. Feelings of insecurity lead to employee dissatisfaction and job turn-over. Correctional experts from other correctional systems as well as representatives from agencies manufacturing and selling correctional hardware might be among the outside resources drawn upon. General educational development is a necessary supplement to in-service training but not a substitute for it.

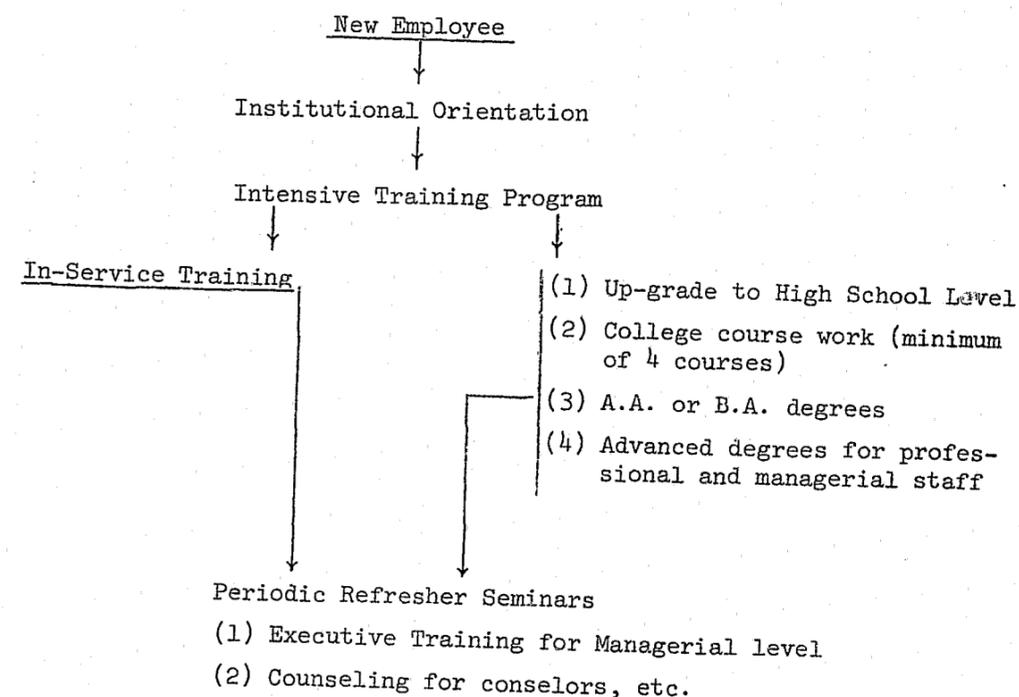
R3 All new employees and selected members of current staff (i.e., those showing career orientations and those in "key" low-level supervisory positions) should be exposed to a program similar to the pilot training

program to familiarize them with the total correctional process. This program would not only sensitize them to the interrelationships of the various correctional agencies but educate them to the procedures, problems, goals, and conflicts existing within the system of which they are a part. This program could be offered twice a year at some centrally located site during a three or four year period and be run by the Bureau's Training Coordinator, a training officer from Fort Madison or Anamosa, or by someone hired specifically for this purpose. The advantages of this approach are more or less documented in the evaluation section of this report.

- R4 Provide at least minimal backgrounds in human behavior, communication skills, and management techniques for all employees. While all employees should be encouraged to acquire as much advanced education as possible, it must be recognized that a large proportion of current lower-level personnel either lack: (1) the qualifications to do college work, (2) the motivation, or (3) both. An organization cannot afford to ignore these people. A basic organizational goal should be to reduce the proportion they constitute of the total staff, but while they are with the organization their development should not be ignored. Frequently these are the employees who have the greatest amount of contact with the inmates. Occasional one-day or half-day refresher sessions in addition to continuing in-service training and some basic high school or college work where possible would make these employees more effective.
- R5 Middle and upper level "executive development" programs of a short term nature should be periodically offered. While it is desirable that personnel in management positions have formal training relevant to their work it is often difficult for many of them to obtain the time, funds, or motivation to acquire it. It is also frequently the case that those with advanced training acquired a number of years in the past will benefit from exposure to new materials and techniques. Executive development programs similar to those offered by the Center for Labor and Management at Iowa City might be utilized to achieve this goal. This kind of program is not to be construed as a replacement for advanced course work but is seen as a reliable and necessary supplement as there will always be a significant minority of personnel who, because of personal pressures, work pressures, or lack of academic qualifications, will not be able to pursue advanced college work. This same type of program would also be desirable for professional staff (e.g., counsellors.)
- R6 Emphasize and facilitate college work for all career employees who are qualified to pursue it. This requires not only verbal encouragement but also economic support and in some instances released time from work. Extension courses offered at institutional sites might well facilitate this goal. LEEP funds could be utilized to partially support the educational activities of some employees. Bureau funds will also be necessary, however.
- R7 Develop periodic in-service training programs for parole staff. This is particularly difficult to do because of their scattered locations but is quite necessary. Many of these people express a felt need for this kind of training. It is assumed that all parole agents will be encouraged to pursue advanced degrees (i.e., B.A. or M.A.), but education

is no substitute for training and vice-versa. The morale of this group of employees might be improved with this kind of program.

The above statements are not to be construed as a criticism of existing Bureau efforts in the area of manpower development. These are recognized. Rather, they should be seen as guidelines for the development of a comprehensive training program which would maximize the potential of each employee to contribute to the goals of the correctional system.



APPENDIX I

CRITERIA FOR CERTIFICATION

1. Participation in In-Service Training as prescribed by Bureau of Adult Corrections and specific employer.
2. Completion of the Intensive Training Session.
3. Completion of specified 12-hour college-level course program with passing grades. Persons may obtain certification credit for those courses if they have been completed before entering the program.

These criteria assume that all personnel will complete in-service training, that eventually all persons will participate in the training sessions and that only some of the personnel will participate in and successfully complete the formal course work. This certification will not be automatic, but will reward only those with sufficient motivation and talent to complete all of the requirements. Even so, eventually all personnel will benefit from exposure to both in-service training and the program's training sessions, even though all will not be certified.

APPENDIX II

PROBATION AND PAROLE OFFICER TRAINING DETAILED

The certification program outlined in this report is intended to extend to probation and parole officers as well as to correctional personnel. A training program for new personnel in this area is particularly important owing to the limited in-service training currently available and to the significance of this activity in the correctional process. Systematic training programs for new probation and parole personnel present certain unique problems. Among the more salient are the small number of new personnel entering this field at any period of time and the spatial distribution of these personnel. To offer extended special training programs for limited numbers of personnel at central locations would be both inefficient and expensive. To avoid these difficulties, it is planned to expose both probation and parole and correctional personnel to the same intensive training sessions. Since much of the material presented in these sessions is of a general nature, it is as useful and important to probation and parole personnel as it is to correctional personnel. However, because of the more independent nature of parole supervision an additional two-day training session will be offered for these personnel. The topics covered will include (1) interviewing, (2) identifying and utilizing community resources, (3) supervision and enforcement philosophies and procedures, and (4) case record preparation and interpretation.

It is recognized that some parole agents already have college degrees and it is suggested that these individuals be certified upon completion of the intensive training program and the completion of the following two courses if they have not already completed them: (1) Criminology and (2) Probation and Parole. Those agents not having college degrees would be required, in addition, to complete the same four courses as the correctional personnel. Because of their dispersion throughout the state, some individuals will probably enroll in one of the various colleges or junior colleges for this work rather than attending the extension courses offered at the institutions. Correspondence courses might also be utilized.

APPENDIX III

IOWA CORRECTIONAL TRAINING PROGRAM

Sponsored by

THE UNIVERSITY OF IOWA

and

BUREAU OF ADULT CORRECTIONS

The University of Iowa and the Iowa Bureau of Adult Corrections are jointly sponsoring a correctional training program for state probation and parole agents and non-professional correctional personnel. The program will begin on February 25, 1969 at Anamosa and on February 27, 1969 at Fort Madison. It will involve participation by correctional personnel for one afternoon per week for a duration of 10 weeks. At the conclusion of the program, those who have participated will be awarded certificates from the University indicating that they have completed the training.

The program is designed to supplement and extend in-service training programs rather than to replace them. The program will provide an initial educational background that will enable correctional workers to more effectively meet the goals of the Iowa correctional system. Emphasis will be placed upon understanding the correctional process, becoming aware of organizational issues and behavior, improving communication skills, increasing one's knowledge of the nature of criminal behavior, and so forth. The program will give those who participate the basic backgrounds necessary for effective involvement in the correctional process.

The program will be staffed by personnel from the institutions in the state, the Bureau of Adult Corrections, and the University of Iowa. An attempt will be made to utilize a variety of knowledgeable persons in the specific areas with which they are most familiar.

APPENDIX IV

INTENSIVE TRAINING PROGRAM OUTLINE

- I. Introduction
  - A. Orientation to the Training Program
  - B. Philosophy and Objectives of Corrections (Institution)
  - C. The Correctional Process: An Overview
- II. Nature, Scope and Etiology of Crime
  - A. Nature and Scope
  - B. Causation
- III. Correctional Decision-Making
  - A. Judicial
  - B. Institutional
  - C. Post-Institutional
- IV. Legal Aspects of Corrections
  - A. Institutional Aspects
  - B. Post-Institutional Aspects
- V. Communication Skills
  - A. Verbal
  - B. Written
- VI. Organizational Behavior
  - A. Structure and Goals
  - B. Interdepartmental Relations
- VII. Leadership and Supervision
  - A. Supervisor-Employee Relationship
  - B. Staff-Inmate (Parole Officer-Parolee) Relationships
- VIII. The Treatment Process
  - A. The Role of the Professional
  - B. The Role of the Non-Professional
- IX. Measuring and Evaluating Progress
  - A. General Problems of Measurement and Evaluation
  - B. Identifying and Handling Inter-Personal and Intra-Personal Difficulties
- X. Corrections and the Community
  - A. Community Based Correction Programs
  - B. Utilizing Community Resources
  - C. Community-Correctional Relations

APPENDIX V

ROSTER OF INTENSIVE TRAINING PROGRAM INSTRUCTORS

FORT MADISON

I. Introduction

A. Orientation to the Training Program

Dr. John Stratton  
Department of Sociology and Anthropology  
The University of Iowa

Dr. Robert Terry  
Department of Sociology and Anthropology  
The University of Iowa

B. Philosophy and Objectives of Corrections

Mr. Lowell Hewitt  
Program Coordinator  
Iowa State Penitentiary

C. The Correctional Process: An Overview

Dr. Robert Caldwell  
Department of Sociology and Anthropology  
The University of Iowa

II. Nature, Scope and Etiology of Crime

A. Crime: Its Nature and Scope

Dr. John Stratton  
Department of Sociology and Anthropology  
The University of Iowa

B. Crime: Causation

Dr. Robert Terry  
Department of Sociology and Anthropology  
The University of Iowa

III. Correctional Decision-Making

A. Judicial Decision-Making

Judge James P. Denato  
Ninth Judicial District  
Des Moines

B. Institutional Decision-Making

Mr. Lowell Hewitt  
Program Coordinator  
Iowa State Penitentiary

C. Post-Institutional Decision-Making

Mr. John Walton  
Chief Parole Officer  
Bureau of Adult Corrections

-2-

IV. Legal Aspects of Corrections

A. Institutional Aspects

Mr. Phillip Mause  
College of Law  
The University of Iowa

B. Post-Institutional Aspects

Mr. Russell W. Bobzin  
Parole Board Executive  
Bureau of Adult Corrections

V. Communication Skills

Dr. Robert Omick  
Rhetoric Program  
The University of Iowa

VI. Organizational Behavior

A. Structure and Goals

Dr. James Price  
Department of Sociology and Anthropology  
The University of Iowa

B. Interdepartmental Relations

Mr. Irwin Hensal  
Deputy Warden

Mr. Ralph Moehn  
Deputy Warden

Mr. Richard Otte  
Vocational Instructor

Mr. Garold Narigon  
Industry Manager

VII. Leadership and Supervision

A. Supervisor-Employee Relationships

Mr. John T. Donnelly  
Center for Labor and Management  
The University of Iowa

B. Staff-Inmate Relationships

Rev. Sherburne Ray  
Protestant Chaplain

C. Parole Officer - Parolee Relationships

Mr. John Walton  
Chief Parole Officer  
Bureau of Adult Corrections

VIII. The Treatment Process

- A. The Role of the Professional
  - Dr. Douglas Johnson
  - Clinical Director
  - Iowa Security Medical Facility
- B. The Role of the Non-Professional
  - Dr. Harold Mulford
  - Director of Alcohol Studies
  - The University of Iowa

IX. Measuring and Evaluating Progress

- A. General Problems of Measurement and Evaluation
  - Dr. Norman S. Hayner
  - Visiting Professor of Sociology
  - The University of Iowa
- B. Identifying and Handling Interpersonal Difficulties
  - Dr. Harry Harper, Jr.
  - Psychiatrist
  - Iowa State Penitentiary

X. Corrections and the Community

- A. Community Based Correctional Programs
  - Mr. Glenn Jeffes
  - Bureau of Adult Corrections
- B. Utilizing Community Resources
  - Mr. Irl Carter
  - School of Social Work
  - The University of Iowa
- C. Community - Correctional Relations
  - Mr. Paul Dunn
  - Iowa Council of the National Council on Crime and Delinquency
  - Des Moines

ANAMOSA

I. Introduction

- A. Orientation to the Training Program
  - Dr. John Stratton
  - Department of Sociology and Anthropology
  - The University of Iowa
  - Dr. Robert Terry
  - Department of Sociology and Anthropology
  - The University of Iowa

- B. Philosophy and Objectives of Corrections
  - Mr. Calvin Auger
  - Program Coordinator
  - Iowa Men's Reformatory

- C. The Correctional Process: An Overview
  - Dr. Robert Caldwell
  - Department of Sociology and Anthropology
  - The University of Iowa

II. Nature, Scope and Etiology of Crime

- A. Crime: Its Nature and Scope
  - Dr. John Stratton
  - Department of Sociology and Anthropology
  - The University of Iowa
- B. Crime: Causation
  - Dr. Robert M. Terry
  - Department of Sociology and Anthropology
  - The University of Iowa

III. Correctional Decision-Making

- A. Judicial Decision-Making
  - Judge William Eads
  - Third Judicial District
  - Cedar Rapids
- B. Institutional Decision-Making
  - Mr. Leo Yarutis
  - Psychologist
  - Iowa Men's Reformatory
- C. Post-Institutional Decision-Making
  - Mr. John Walton
  - Chief Parole Officer
  - Bureau of Adult Corrections

IV. Legal Aspects of Corrections

- A. Institutional Aspects
  - Mr. Ronald Carlson
  - College of Law
  - The University of Iowa
- B. Post-Institutional Aspects
  - Mr. Russell Bobzin
  - Parole Board Executive
  - Bureau of Adult Corrections

V. Communication Skills

- Dr. Robert Omick
- Rhetoric Program
- The University of Iowa

VI. Organizational Behavior

A. Structure and Goals

Dr. James Price  
Department of Sociology and Anthropology  
The University of Iowa

B. Interdepartmental Relations

Mr. John Sissel  
Deputy Warden

Mr. Lawrence La Barge  
Deputy Warden

Mr. Victor Richardson  
Industry Manager

Mr. Howard Robertson  
Assistant Business Manager

VII. Leadership and Supervision

A. Supervisor-Employee Relationships

Mr. John T. Donnelly  
Center for Labor and Management  
The University of Iowa

B. Staff-Inmate Relationships

Captain Louis Winchip  
Custody

Mr. Hal Ferrier  
Social Worker

Mr. Leo Yarutis  
Psychologist

Mr. Milt Meeks  
Training Officer

Mr. John Walton  
Chief Parole Officer

Inmate Higby

Inmate Hughes

C. Parole Officer - Parolee Relationships

Mr. John Walton  
Chief Parole Officer  
Bureau of Adult Corrections

VIII. The Treatment Process

A. The Role of the Professional

Dr. Douglas Johnson  
Clinical Director  
Iowa Security Medical Facility

B. The Role of the Non-Professional

Dr. Harold Mulford  
Director of Alcohol Studies  
The University of Iowa

IX. Measuring and Evaluating Progress

A. General Problems of Measurement and Evaluation

Dr. Norman S. Hayner  
Visiting Professor of Sociology  
The University of Iowa

B. Identifying and Handling Interpersonal Difficulties

Mr. Charles Pierce  
Psychologist  
Linn County Mental Health

X. Corrections and the Community

A. Community Based Correctional Programs

Mr. Glenn Jeffes  
Bureau of Adult Corrections

B. Utilizing Community Resources

Mr. Irl Carter  
School of Social Work  
The University of Iowa

C. Community - Correctional Relations

Mr. Paul Dunn  
Iowa Council of the National Council on Crime and Delinquency  
Des Moines

ROCKWELL CITY

I. Introduction

A. Orientation to the Training Program

Dr. John Stratton  
Department of Sociology and Anthropology  
The University of Iowa

Dr. Robert Terry  
Department of Sociology and Anthropology  
The University of Iowa

B. Philosophy and Objectives of Corrections

Miss Laurel Rans  
Superintendent

C. Nature and Scope of Crime

Dr. John Stratton  
Department of Sociology and Anthropology  
The University of Iowa

II. Etiology of Crime and the Judicial Process

A. Causation of Crime

Dr. Robert Terry  
Department of Sociology and Anthropology  
The University of Iowa

B. The Correctional Process: An Overview

Mr. Phillip Mause  
College of Law  
The University of Iowa

III. Correctional Decision-Making

A. Judicial Decision-Making

Judge Arthur Braginton  
Rockwell City

B. Institutional Decision-Making

Mr. Roger Knuth  
Assistant Superintendent

C. Post-Institutional Decision-Making

Mr. John Walton  
Chief Parole Officer  
Bureau of Adult Corrections

IV. Legal Aspects of Corrections

A. Institutional Aspects

Mr. Phillip Mause  
College of Law  
The University of Iowa

B. Post-Institutional Aspects

Mr. Russell Bobzin  
Parole Board Executive  
Bureau of Adult Corrections

V. Communication Skills

Dr. Robert Omick  
Rhetoric Program  
The University of Iowa

VI. Organizational Behavior

A. Structure and Goals

Dr. James Price  
Department of Sociology and Anthropology  
The University of Iowa

B. Bureau, Parole Board and Institution Relations

Mr. Nolan Ellandson  
Director  
Bureau of Adult Corrections

Mr. John Moore  
Parole Board Member

Mr. Roger Knuth  
Assistant Superintendent

VII. Leadership and Supervision

A. Supervisor-Employee Relationships

Mr. John T. Donnelly  
Center for Labor and Management  
The University of Iowa

B. Staff-Inmate Relationships

Inmate Panel

C. Parole Officer-Parolee Relationships

Mr. John Walton  
Chief Parole Officer  
Bureau of Adult Corrections

VIII. The Treatment Process

A. The Role of the Professional

Dr. Douglas Johnson  
Clinical Director  
Iowa Security Medical Facility

B. The Role of the Non-Professional

Dr. George Hillery  
Department of Sociology and Anthropology  
The University of Iowa

IX. Measuring and Evaluating Progress

A. Identifying and Handling Interpersonal Problems

Dean Luxford  
Iowa Boys' Training School  
Eldora

B. General Problems of Measurement and Evaluation

Dr. Lyle Shannon  
Department of Sociology and Anthropology  
The University of Iowa

X. Corrections and the Community

A. Community Based Correctional Programs

Mr. Glenn Jeffes  
Bureau of Adult Corrections

B. Utilizing Community Resources

Mr. Irl Carter  
School of Social Work  
The University of Iowa

C. Community-Correctional Relations

Mr. Paul Dunn  
Iowa Council of the National Council on Crime and Delinquency  
Des Moines

APPENDIX VI

SELECTED PRESENTATIONS FROM INTENSIVE TRAINING PROGRAM

The material reproduced in this appendix constitutes a relatively representative sample of the content presented by instructors in the Intensive Training Program. Some of it is reproduced as prepared and distributed to the trainees in the actual program while the remainder largely consists of outlines of oral presentations that were presented in lecture form and are reproduced here for the first time. It is hoped that by making the content of the presentations available in this appendix one will be able to get some notion of the kinds of information transmitted and of the variation in styles with which it was transmitted.

A review of the material will readily indicate that the presentations varied considerably in terms of such things as the degree of sophistication of the material, the extensiveness of the coverage by the instructor, the basic "messages" imparted to the trainees and unique backgrounds and interests of the instructors. The material is presented in the same order as the sessions were organized in the program. While not all subsections of the training sessions are represented, some material is reproduced for each of the sessions.

Miss Laurel Rans  
Superintendent, Iowa Women's Reformatory

Philosophy and Objectives of Corrections

I. Philosophy - Iowa Women's Reformatory

I began this assignment from the point of definition - if we are going to talk about philosophy - just what do we mean?

Dictionary definitions led me to arrive at the following composite: Philosophy is the explanation of given general principles underlying the correctional system.

The Bureau of Adult Corrections begins its official statement of Correctional Philosophy with the following:

"Our basic responsibility established by law and by public policy is the protection of society. In order to best protect society we must have positive programs focusing on the treatment of each offender as an individual, realizing that each individual sent to a correctional institution has problems which he has attempted to solve in an anti-social manner."

The document goes on a few sentences later to state:

"The court sends men to prison as punishment and not for punishment. While punishment may be one of the purposes behind the decision of the court, punishment should not be the function of the institution. The institution that receives the offender should put forth the maximum effort first to understand, and then to train, educate, re-train, guide and counsel through all the tools of education and the social and psychological sciences. This type of treatment is demonstrably more effective than institutional programs calculated to punish, degrade, abuse, embitter."

Now, if I may briefly turn the focus of our thinking toward a general statement on organizations:

"The climate of an organization derives originally from the philosophy and goals of those who join together to create it. Each person brings his own psychological, social, and economic wants. In joining with others he expresses certain group wants also. The institution has its own organizational purpose, as it reflects the needs of society and interests of its leaders. All of these special interests come together for integration into a working social system.

With regard to the institution's objective, it is essentially production, meaning the provision of goods and services for society. Production is not an end in itself, but is for the purpose of

satisfying consumers, who are human beings with individual likes and dislikes. The ultimate objective is therefore consumer satisfactions; however, production must be accomplished by another set of persons (called employees), who also have likes and dislikes, with the resources of another group called taxpayers, and within the community or another group called the public.

Thus, there are also producer satisfactions, owner (legislative and taxpayer) satisfactions, and public satisfaction to be integrated with the consumer satisfactions (i.e. the inmate or the parolee)." (p. 81 Human Relations At Work - Davis)

Within this framework, then, operation conditions arise from the different theories of organizational behavior which predominate management thought in each organization. And underlying the theory are certain assumptions about people and events.

Today, theories of organizational behavior are broken into three or four major groupings. In the order mentioned, they represent a historical evolution in management practice. The autocratic theory predominated 100 years ago. In the 1920's and 1930's, it yielded gradually to the more successful custodial theory. In this generation the supportive (also called motivational or developmental) theory is gaining approval, although the custodial theory still prevails.

By way of denoting the management history of the Women's Reformatory, during the past ten years, there has been a gradual evolving from a system combining autocratic-custodial assumptions to a custodial system to a beginning of a supportive system of management. Diagnostically speaking, this institution is behaviorally representative of the early stages of a supportive system of management.

What, then, are some of the guiding principles which could be incorporated into a policy statement of a broad general philosophy of modern correctional management:

Importance of the Individual. We believe that the actions of the organization should recognize human feelings and the importance of the individual, and should insure each person's treatment as an individual.

Mutual Acceptance. We believe that employees, clients and management need to accept each other as individuals and as groups and need to accept each other's functions and responsibilities.

Common Interest. We believe that employees, clients and management are bound together by a common interest - the ability of their unit to operate successfully - and that opportunity and security for the individual depend upon their success.

Open Communication. We believe in the sharing of ideas, information, and feelings is essential as a means of expression and as the route to better understanding and sounder decisions.

Total Participation. We believe that better results come about through seeking a balance of viewpoints (management, employee, client) and through mutual sharing and solving of problems by the people affected.

Local Identity. We believe that the individual receives the greatest opportunities for recognition, pride, and job satisfaction through close identification with his local unit (be it work living or treatment).

Local Decisions. We believe that people closest to problems affecting themselves develop the most satisfactory solutions when given the authority to solve such matters at the point where they arise. (Center for Labor and Management paper - Decision-Making At the Lowest Possible Level).

High Moral Standard. We believe that the soundest basis for judging the "rightness" of an action involving people is the test of its morality and its effect on basic human rights.

These principles are taken from the statement issued by the Board of Directors, Esso Standard Oil Company, 1954.

Probably the most comprehensive, recent architectural and managerial guidelines to be developed for corrections was published last year by the Center for the Study of Crime and Delinquency, San Diego. The research was funded by the Ford Foundation. I would particularly call to your attention the appended section: Foundation of Design. It concentrates on (1) the philosophical foundation and specifications of the treatment and organizational models and (2) it illustrates an important step in the design phase of the planning process, which may have value for those interested in the development of social action programs.

I would like to conclude this section on correctional philosophy by pointing out the need for consistency between what we think and practice in corrections with the underlying philosophical foundations of a democratic society. If we take it that self-government remains our ideal, that "we the people" are capable of the judgment that makes good government, and that every citizen should participate in the business of government, then, are we not committed to decision making by argument, by persuasion, by debate, and dialogue? Granted, a democracy must continuously deal with factors of power, prestige, passion and self-interest, but how our political and social institutions manage these problems will determine the course of history and the evolving future of mankind.

II. Realities

Now, we could move immediately into a description of the major objectives

by which this philosophy is to be actualized. But what of reality? Attention to this matter should be helpful in developing a perspective for correctional planning.

The following points are by no means a comprehensive view of modern correctional realities, but do provide some insight into the complexities of correctional planning.

First is the whole question of whether prisons have been successful.

- (a) the national recidivism rates vary from 30 to 80%
- (b) California has 88% recidivism
- (c) 67% of federal prisoners have previous records
- (d) some estimates go as high as 80% of people in correctional institutions could be in open setting or the community.
- (e) prison is about 10 times the cost of probation
- (f) At the federal level - 95 cents out of every dollar goes into brick, mortar, maintenance. The other 5 cents goes for education, vocation, and treatment.
- (g) 80% of adult inmates need some type of psychiatric help - there are 150 full-time psychiatrists in all U.S. prisons. One half of these are in federal prisons which house 5% of all offenders.
- (h) 17% of inmates released from Federal prisons find jobs related to their prison work.
- (i) most inmates are caged - only about 2% of inmates are now being exposed to any kind of reform-oriented programs.
- (j) Deprivation in the form of constant surveillance, attack on self-concept, material goods and services, meaningful work, autonomy, communication with other people, lack of heterosexual activities, and loss of liberty.
- (k) This country has a higher proportion of its population in jail any other country in the world - prisons seem to be more often used as an every day solution:
 

United States	178 per 100,000
England	65 per 100,000
Japan	89 per 100,000

(l) Most correctional institutions are an insult to the intelligence of the 20th century mind.

Another complex area is the Public View of Crime and Corrections

(a) It seems that unfamiliarity breeds contempt. This often is the case in the public view of corrections. The average citizen has received little of the information available - and corrections has accepted little responsibility in educating the public to their needs. If the public were aware of the major findings of the President's Commission on Law Enforcement and Administration of Justice, as well as the Iowa Crime Commission Report 1968, there could be a considerable difference to the public attitude and approach to problem-solving in crime related areas.

Dr. Heyns, Executive Director of the Joint Commission on Correctional Manpower and Training expressed a strong position that corrections "act as a spokesman in educating the public. Develop liaison with the community to line up support for new community-oriented programs. Speak out as an advocate for the offender in the community. Help overcome the resistance to him. Help defeat the vicious circles and self-defeating philosophies that abound. It may not be a popular time to do this, but it is a crucial one."

(b) And what of the relationships of the institution to the community?

Intrinsic to institutional care has been the assumption by the public that the institution, by itself, can accomplish the desired change in patterns of deviance. Especially in the institutions for criminals, people-changing must take place under conditions of custody and removal from the community.

Generally the public has tended to reject its deviants. These same negative attitudes toward these deviants readily expand to include the organizations responsible for changing them. Disfavor extends to the institutions modes of operation, especially when they do not appear to guarantee secure custody, or their effectiveness is assessed only by recidivism rates. Critical opinions of people who live immediately adjacent to the institution and of groups who have frequent contact with the organization may be especially crucial. For these persons the institution's operations are much more visible; they usually have a direct if not personal interest, and their disapproval can be couched in terms appealing to such salient values as citizen safety. Such negative judgments, local and abroad, provide a rationale to keep the resources of these organizations at a minimum level.

General disfavor and local criticism generate strong pressures to emphasize custodial functions. Coping with public opinion and controlling relations with the environment become compelling tasks for the administrators. Boundary-crossing by inmates tends to be critical, so that officials exercise cautious control of these events. Such tendencies heighten the isolation of the institution, further reducing opportunities

for more expansive relations involving the gradual reintegration of the inmates in the community.

Organization for Treatment

Recognizing a need to educate and change public attitudes, what about the internal lack of correction reform.

- (a) Lack of rational sentencing.
- (b) Human dwelling places.
- (c) Recognition that even a modern prison is a punitive place and needs NO cruelty added to it.
- (d) As restricted use of prisons increases, there will inevitably evolve a residual population whose treatment problems will be, on the whole, more severe than is the case at present and will contain a higher proportion of offenders regarded as poor treatment prospects--professional criminals, dangerous, disturbed personalities, and certain sociopaths.
- (e) 80% of correctional employees are guards--undertrained and underpaid.
- (f) Need for research in all areas of the correctional process.
- (g) Corrections is disorganized
  - Jurisdictions overlap
  - Dilemma management
  - Poorly trained staff
  - Lack of defined goals or direction
  - Programs established without adequate or appropriate planning
  - Too few to do the job
- (h) The impact of Federal and Supreme Court rulings in Mental Health as they may eventually apply to corrections. Example: if you don't treat--can't keep.

Futuristically--what impact will the exponential rate of technological growth and change have on society--how shall man occupy his time? Related to this is the increasing population and urbanization. There is already occurring some research on the relationship between species density and sociological and psychological pathology and perhaps even genetic pathology.

By way of a closing point--Crime is a social problem.

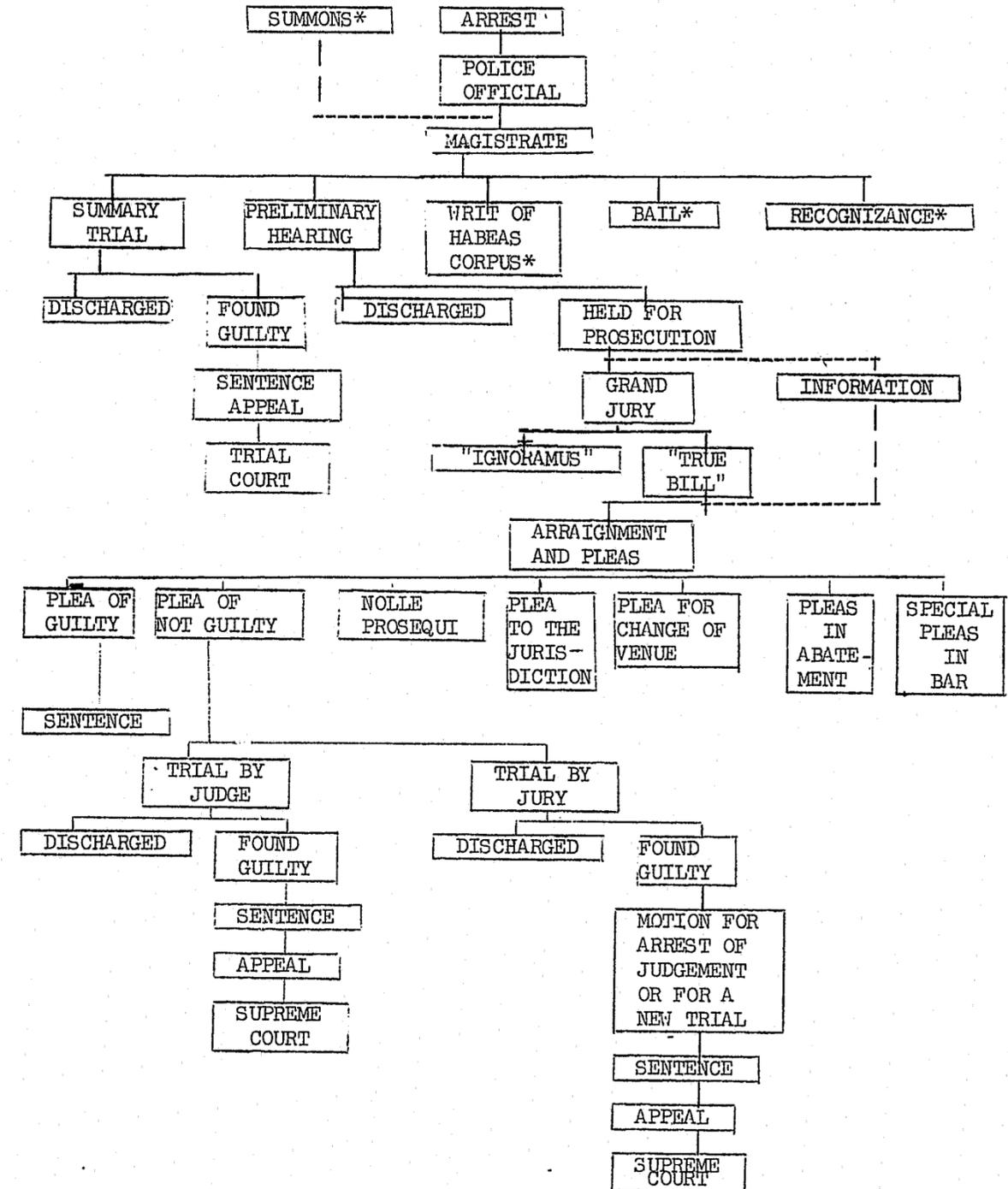
"The roots of crime lie in the community. Only the community, in the end, can really solve the crisis. The roots of crime can be destroyed through

a strong public resolve--more than lip service, more than pious claims and pious hopes--to attack the underlying causes of crime: poverty, discrimination, broken homes, and mental illness."

III. Objectives and Goals

Dr. Robert G. Caldwell  
Professor of Sociology and Anthropology  
The University of Iowa  
The Correctional Process: An Overview

STEPS IN CRIMINAL PROSECUTION



\*May be used at various stages in the prosecution

Dr. John R. Stratton  
Associate Professor of Sociology and Anthropology  
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Crime--Its Nature and Scope

I. Definition of Crime and Criminal

- A. Crime--The commission or omission of an act which the law forbids or commands under pain of punishment imposed by the state acting in its own name.  
Note 1--The variability of law over time and space.  
Note 2--Crime and immoral or improper conduct are not the same thing.
- B. Distinctions between the Criminal Law and the Civil Law.  
1. Criminal law consists of acts or omissions viewed as offenses against the community rather than offenses against the persons or groups harmed by them.  
2. Torts consist of acts or omissions viewed as offenses against the persons or groups harmed by them.
- C. Parallel Liability  
Persons convicted of criminal offenses involving harm to others are liable to civil prosecution in addition to criminal prosecution in many instances.
- D. Basic Elements of the Criminal Offense  
Law attempts to protect the community from the offender and the offender as a community member from the indiscriminate power of the state.  
1. Principle of Legality  
a. There is no crime without a specific law.  
b. There is no punishment without a specific law.  
c. Laws may not be ex post facto.  
d. Penal Statutes must be narrowly construed.  
2. Principle of Harm.  
3. Principle of Conduct.  
4. Mens Rea (evil mind).  
5. Fusion of Mens Rea and Conduct.  
6. A Causal Relationship between the Harm and the Intentional Misconduct.  
7. Legally Prescribed Punishment.

E. The Criminal is a person found guilty of breaking the criminal law.  
Note--Person may commit an act prohibited by the law and not be a criminal, e.g., persons under legal age and persons judged legally insane--many laws are not enforced, e.g., blue laws. Procedural error may free persons convicted of crimes--removes status of criminal.

F. Four Categories of Offenders

1. Those actually committing offenses without being known either because:  
a. The offender was not discovered.  
b. The offense was not reported.  
c. The offender was not identified.
2. Those known to have committed actual offenses but unpunished either because of:  
a. Failure of the state to indict.  
b. Failure of the state to convict.  
c. Failure of the state to sustain its conviction on appeal.
3. Those actually committing offenses for which they are convicted and punished.
4. Those convicted and punished for offenses they did not actually commit.

II. The extent of crime in the United States

- A. How do we measure it.  
B. How much is there (Confere Chart)

III. The Cost of Crime in the United States (1965 figures)

- A. Crime Against Persons.  
1. Willful Homicide--\$750 million  
2. Assault--\$65 million
- B. Crime Against Property  
1. Arson--\$74 million  
2. Vandalism--no reliable estimate  
3. Robbery--\$27 million  
4. Burglary--\$251 million  
5. Larceny--\$196 million

C. Cost of Combating Crime.

1. Police-- \$3 billion
2. Courts--\$261 million
3. Corrections--\$1 billion
4. Private Costs for Security Devices--\$200 million
5. Lost Earnings of Prisoners--\$1.6 billion

INDICTABLE OFFENSES ADMITTED BY ADULT NONCRIMINALS

Offense	Percent	
	Men	Women
Malicious mischief	84	81
Disorderly Conduct	85	76
Assault	49	5
Indecency	77	74
Gambling	74	54
Larceny	89	83
Grand Larceny (except Auto)	13	11
Auto Theft	26	8
Burglary	17	4
Robbery	11	1
Concealed Weapons	35	3
Perjury	23	17
Falsification and Fraud	46	34
Election Frauds	7	4
Tax Evasion	57	40
Coercion	16	6
Conspiracy	23	7
Criminal Libel	36	29

N = 1,020 Men, 678 Women

91% admitted committing felonies and misdemeanors that might have resulted in imprisonment.

From James S. Wallerstein and Clement Wyle, "Our Law-abiding Law Breakers." Federal Probation, 25:110, April, 1947.

OFFENSES KNOWN, CLEARED, PERSONS ARRESTED, CHARGED AND DISPOSED OF IN 1967

[Based on 2,251 cities--estimated population 60,580,000]  
From p. 109, *Crime in the United States--1967*

TYPE	TOTAL	HOMICIDE	FORCIBLE RAPE	ROBBERY	AGGRAVATED ASSAULT	BURGLARY BREAKING OR ENTERING	LARCENY \$50 OR OVER	AUTO THEFT
Offenses Known	2,192,808	3,543	8,053	70,322	75,670	541,406	1,239,319	254,495
Offenses Cleared	476,259	3,125	4,955	20,013	53,608	113,788	225,924	54,846
Percent Cleared by Arrests	21.7	88.2	61.5	28.5	70.8	21.0	18.2	21.6
Percent of Arrested Charged	16.4 75.5	57.0 65.0	45.8 74.4	19.2 67.2	44.0 76.3	15.6 74.4	13.9 76.2	16.9 78.2
Adults Guilty Percentage of Charged	61.2	47.4	37.3	49.3	47.7	53.9	70.3	54.9
Adults Guilty of Lesser Offenses Percentage of Charged	10.3	18.1	18.5	16.8	15.9	17.2	4.8	14.0
Adults Acquitted or Dismissed Percentage of Charged	28.6	34.5	44.2	33.9	36.5	38.9	24.9	31.1
Referred to Juvenile Court Percentage of Charged	47.2	7.9	21.3	36.6	16.6	57.9	45.0	65.8
Crimes Known to Police in 1967 for Total United States; Rate/100,000	3,802,273 1,921.7	12,093 6.1	27,096 13.7	202,053 102.1	253,321 128.0	1,605,701 811.5	1,047,085 529.2	654,924 331.0
Crimes Known to Police in 1967 for State of Iowa; Rate/100,000	27,726 1,007.1	42 1.5	155 5.6	578 21.0	833 30.3	11,881 431.6	9,964 361.9	4,273 155.2

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Dr. Robert M. Terry  
Assistant Professor of Sociology and Anthropology  
The University of Iowa

Causation

- I. Complexity.  
Although attempts have been made to explain criminal behavior for hundreds of years, at the present time no completely satisfactory explanations exist.
- II. Action and Causation.  
Ideally, the most efficient means of rehabilitation would involve alteration of the cause or causes of criminal behavior. If the cause or causes are altered, then the criminal behavior must be altered. Therefore, it would be not only interesting to know what causes crime, but also it would be useful in that it would enable correctional workers to be more effective.
- III. Brief history of explanations.  
Virtually everything that has been thought to be related to human behavior has at one time or another been taken as the cause of criminal behavior.
  - A. Biological
    1. Phrenology.
    2. Atavism and the born criminal.
    3. Feeble-mindedness.
    4. Body types.
    5. Race.
    6. Genetics and glandular difficulties.
  - B. Psychological and bio-psychological:
    1. Freudian.
    2. Neo-Freudian.
    3. Personality theories.
    4. Learning theories.
  - C. Sociological:
    1. Social disorganization.
    2. Ecological.
    3. Push-pull or containment theories
    4. Social institutions.
    5. Economic theories.
    6. Culture conflict.
    7. Learning theories.

- IV. Some Problems in Explanations:
- A. Oversimplifying
  - B. Explaining by naming.
  - C. Explaining by the undesirable: evil causes evil.
  - D. Multiple factor explanations.

AN OVERSIMPLIFIED SOCIAL-PSYCHOLOGICAL EXPLANATION

The following explanation is admittedly incomplete. It does, however, summarize and include much that sociologists and psychologists now agree on and it does seem to be the best fitting explanation for crime in general. While individuals may readily be found who just do not seem to fit it, it seems to take into account more offenders than any other explanation.

- I. CRIMINALITY IS LEARNED SOCIOCULTURALLY IN THE PROCESS OF COMMUNICATION, INCLUDING ONE'S CONVERSATIONS WITH HIMSELF.
  - A. Criminality is not innate.
  - B. The person who is not already trained or knowledgeable in crime does not invent it.
- II. THE LEARNING OF CRIMINALITY OCCURS PREDOMINANTLY IN SMALL, INTIMATE GROUPS.
  - A. Especially important seem to be one's family, his peer group, play groups or gang, and his neighborhood.
  - B. Contacts with attitudes, values, and ideas that are favorable to the violation of the law vary in terms of priority, intensity, frequency, and duration.
  - C. Impersonal contacts have relatively little direct influence.
- III. THE LEARNING OF CRIMINAL CONCEPTIONS OF THOUGHT AND ACTION WITH RESPECT TO THE LAW, THE PERSON, AND PROPERTY INCLUDES THE LEARNING OF:
  - A. A VOCABULARY OF MOTIVES FOR THE COMMITTING OF CRIME.
    1. Think laws are immoral and illegitimate.
    2. Denial of responsibility: "I just couldn't help it."
    3. Denial of injury: "I didn't do anything really wrong," or "I didn't hurt anybody."
    4. Denial of the victim: "He had it coming to him."
    5. Condemnation of the condemners: "The police are just brutes and they are picking on me." "The judge didn't like me." "The police are crooks."
    6. Appeal to higher loyalties: "I had to do it or my friends would have laughed at me." "They would have called me a chicken."

"My family needed the money worse than that rich old bag."

B. A SELF-CONCEPTION THAT ALLOWS THE INDIVIDUAL TO ADMIT HIS CRIMINAL ACTS WITHOUT DAMAGE TO HIS CONCEPTION OF HIMSELF AS A WORTHY PERSON.

1. Ordering of priorities.
2. Situational compartmentalization.
3. Ascertaining the risk: the good boy and the bad boy.

C. THE SPECIFIC TECHNIQUES INVOLVED IN THE COMMISSION OF CRIMINAL ACTS.

1. Sometimes simple, sometimes very complex.
2. Frequently involve more than simply wanting to engage in criminal behavior: must have the right contacts, skills, training, etc.

#### CONCLUSION

This explanation is based largely on learning, communication, and interpersonal relationships. Its major implications for rehabilitation are that, to be effective, rehabilitative techniques should:

1. Increase the individual's commitment to law-abiding behavior by providing rewards for lawfulness and by getting the offender committed to groups that are law-abiding in their orientations: work, recreation, religion, family, etc.
2. Increase the risks for the individual's misbehavior: not in terms of penalties necessarily, but in terms of what appear to be more meaningful things, such as possible loss of reputation, friendship, love and respect of family, etc.
3. Decrease the possible rewards that might come from misbehavior, largely by isolating the individual from those groups or sub-groups who might provide rewards.

William Eads  
District Judge

#### Judicial Decision-Making

Two basic decisions made by the district judge:

1. Length of sentence
2. Sentence to prison or place on probation

Length of sentence is determined by the following factors:

1. Statutes
2. Facts of Case
3. Precedent

Placement on probation or commitment to a prison is based on:

1. Past Record
2. Type of Offense
3. Future Prospects
4. Age
5. Recommendations by County Attorney, Probation Officer, Presentence Investigation, etc.
6. Basic Attitude is unimportant
7. Marital Status is unimportant
8. Restitution is unimportant
9. Community attitude is unimportant

Mr. Leo Yarutis  
Psychologist, Iowa Men's Reformatory

Decision Making in a Correctional Institution

What are some of the decisions faced by a staff in a Correctional Institution?

The first decision faced by the institution is whether the inmate is properly committed. This is usually delegated by the Warden to the Records Department who have as guidelines, state statutes and, as simple as this statement of acceptance may sound, you would be surprised at the number of writs and suits against the Wardens of Institutions for false imprisonment filed by our educationally retarded but legally astute inmates.

We are then faced with decisions of whether this facility or another would be more appropriate--decisions as to where and how the inmate will be domiciled--what programs he will be exposed to and, after he is in a program, whether this program is appropriate or whether another should be explored. What should be done in the event that one violates the rules? How much security does he need or how much responsibility can he handle? When should he be released and under what conditions?

These decisions will be affected by the communication of information from all levels of those employed in the department of corrections. From the parole officers in the fields who will prepare social histories and information regarding the crime, treatment personnel, who will try to evaluate this inmate's intellectual potential and personality make-up, correctional officers who will observe the adjustment to rules and peer relationships in the institution, and all who may have some contact with the inmate's behavior and his problems of adjustment which would contribute to successful decision making.

I am sure that you are all aware of various committees or groups which are used by the institution as a decision making body. Examples are classification committees where security ratings, job assignments and programing is finalized. Adjustment committees where decisions on disciplinary actions are formulated. Vocational staffing and Pre-Parole staffing just to mention some of them.

In arriving at decisions, to be really effective, one should strive to involve in some way all concerned in order to ensure commitment. For this purpose the institutions are reverting to a team approach where representatives of all who will be affected in the decisions can be involved. Here at Anamosa, the team is made up of the inmate, his Counselor, a member of custody, Prison Industries, Clinical Services and a Chairman from Social Services. There are two teams: Team A is composed of inmates whose numbers

end in an odd digit--such as 1-3-5-7-9. Team B is composed of inmates whose numbers end in an even digit.

To assure uniform practices, the Assistant Associate Warden of Treatment sits in on all sessions. From time to time staff who have some knowledge of experiences of the inmate bearing on the decision will be asked to attend the meeting or contribute to it through a report. This is an attempt to bring the decision making as close to the participant as possible where it will be most effective.

Just how are decisions made? What are some of the aspects that play a part in affecting our judgments? We would like to feel that all decisions are made in the best interests of the rehabilitative prospects of the inmate. But are they? They will always be controlled by the way that members of the decision body perceives its goals and the value they place on some of the pressures exerted on them. Their desire to change the offender's personality--in this aspect, we constantly hear references to the needs of the inmates championed (concern for the individual). Then again, we are influenced by the public's wishes. For example, it is customary to seek out the committing Judge's opinions on any inmate committed on a morals charge before he be permitted certain security ratings (concern for the Courts intent). How many times have you heard this statement that the other inmates would question the fairness of certain decisions and it might be disruptive to the inmate population in the adjustment (concern for the Warden and smooth operation of the institution). There is always the problem of limited openings especially if you have a dud on your hands which nobody wants. Of course, when you have a talented inmate, there is always the needs of the institution to fall back on. Again, tell me who in the field ever feels free from the influence of the press or the effects of incidents such as a violent crime or an escape will have on his capacity to assume risks which, after all, is what most decisions are concerned with: Treatment risks, security risks, vocational risks, and even parole risks. These are realistic problems which must be faced, resolved, or compromised in all corrective institutions. The manner in which they are handled will reflect the dominant attitudes and atmosphere of any institution.

Decision Making Bodies

I. COMMITTEES

A. Classification (composed of team)

- 1. Counselor
- 2. Custody Representative
- 3. Clinical Services (Psychologist)
- 4. Prison Industry
- 5. Chairman-Social Service Supervisor  
(Ass't Associate Sup't of Treatment)
  - a. Decisions
    - 1. Security
    - 2. Programs
  - b. Basis
    - 1. Type of crime
    - 2. Length of sentence
    - 3. Education or achievement level
    - 4. Intelligence
    - 5. Personality
    - 6. Conformity
    - 7. Age

B. Adjustment

- 1. Associate Supt. of Custody
- 2. Associate Supt. of Treatment
- 3. Program Coordinator
  - a. Decisions
    - 1. Lock up
    - 2. Isolation
    - 3. Loss of good time and grade
  - b. Basis
    - 1. Severity of infraction
    - 2. Previous adjustment
    - 3. Capacity for responsibility (mental)
    - 4. Uniformity and consistency

C. Pre-Parole

- 1. Composed of team
  - a. Decisions
    - 1. Recommend for parole, delay or deny
  - b. Basis
    - 1. Program Participation
    - 2. Education, vocation and work record

- 3. Emotional growth
- 4. Length of residence
- 5. Length of sentence
- 6. Type of crime
- 7. Previous record

\*This is only a recommendation--the ultimate decision delegated to Parole Board.

Decisions are based on Frame of References and Models generally reflected by the Administrations Policies, Philosophies and Personnel of the Correctional Institution. There exists no pure model of a Correctional Institution but the predominant frame of reference will reflect the atmosphere and character of the institution and will play an important role in formulating any decisions.

Dr. Glaser has suggested that modern correctional history can be roughly divided into three areas. The first is the age of reform which reflected the belief of rationalists and bore a heavily religious stamp. Building on the work of Freud and others, the age of rehabilitation followed. Finally, Glaser identifies the age of reintegration which makes society, as well as the individual, the focus of intervention.

Becoming acquainted with the types of correctional models, we can understand how some of the decisions are implicit on their orientation and frame of references.

## I. CORRECTIONAL MODELS

### A. Reform-Compliance

The essential aim of this correctional model is to instill "good habits". Inmates are required to work diligently and in so doing they are expected to acquire behavior habits which will carry over outside of the institution once their sentence is completed.

Institutions are usually located far from population centers and depend on their own resources as much as possible. Activities, such as recreation or education, are secondary to the core program and are used primarily to relieve tedium or advance the work mission. Exhortation, giving advice and warnings, is the dominant form of persuasion attempted. Parole staff are most often located in buildings used by police departments, which is consistent with the notion of emphasis on surveillance.

### B. Rehabilitation-Client Centered

The idea that the criminal is a sick person underlies this model. The ideal prison shifts from a place in which work habits are instilled to one which resembles a hospital. The language of the system -- diagnosis, prognosis -- is borrowed from the medical profession. The emphasis is on developing insight among inmates. Programs which allow inmates to express themselves are highly valued. Persuasion is used occasionally, but the main concerns expressed are understanding and support.

Prisons continue to be largely self-contained units, far from urban centers, where ideally skilled practitioners work with inmates. Parole offices tend to be located in private office buildings and take on many of the characteristics of private counseling agencies. Emphasis is placed on periodic interviews in the office with the parolee in an attempt to resolve his personal problems.

### C. Reintegration-Credibility

This model makes collaboration between inmates, the community, and change agents the correctional ideal. There is great concern with reducing stigmatization to the minimum degree. Institutions are used as little as possible; community treatment is the preferred alternative. Those institutions which are built, are located close to the community with a heavy emphasis on the use of resources such as educational opportunities in the community.

Inmates are directly involved in shaping their program and share significant decision-making with staff. Persuasion is attempted infrequently; the sharing of information is the main emphasis. Parole offices are moved into neighborhoods so they are better able to intervene in the community as well as the personal life of the parolee. There is deep involvement with community institutions such as schools, churches and employers.

## II. STAFF IDEALS

### A. Reform-Compliance

Firm but fair is the motto here. The stress is on practical skills such as farming and carpentry. By and large a high degree of education for employees is not highly emphasized. Most important is a dedication to the ideals of the larger society. The solid yeoman, in many respects, best describes the type of correctional worker sought.

The effective parole officer is one who has the ability to closely relate to police agencies and check on parolees efficiently. He will brook little deviation from the rules of parole.

### B. Rehabilitation-Client Centered

The therapist becomes the ideal figure among institutional staff. Custodial and treatment personnel are split, with the latter viewed as the professional who has the responsibility for changing the behavior of inmates. Custodial personnel are to maintain the setting in which treatment is carried out. Social work becomes the education of first choice for counselors.

The dominant ideology among parole officer is individual psychotherapy. The main skill sought is the ability to develop self-understanding and acceptance by parolees.

### C. Reintegration-Credibility

The team member is stressed here. The resources for inducing change represented by all staff are valued. Thus, emphasis is placed on using custodial staff, as well as others, in change efforts. A community of skills, including a variety of professional disciplines is the aim rather than an hierarchical system built on a specific professional system. The use of non-professionals and volunteers is encouraged.

## III. CONCLUSION

We have attempted to trace out the behaviors which are implicit in three different notions about how change may be induced. Few persons or systems consistently adopt the same notion for all situations. For example, some persons act from a rehabilitation-client centered frame of reference when concerned with staff issues and from a reintegration-credibility stance on issues of due process. Many people seem to lack any theory at all. This lack inevitably means that their behavior invites consequences quite different than those they seek. A clear understanding of the assumptions implicit in various behavior which is aimed at inducing change in others is valuable in guiding and developing more effective methods.

No claim has been made in this session as to the change strategy which seems most likely to be successful. The reports of the President's Commission on Law Enforcement and the Administration of Justice generally advocates a reintegration-credibility stance. The best evidence currently available, and it is very sketchy, indicates that it is the most likely strategy to succeed with the largest number of inmates. Other tactics may be more appropriate with some others. Only continuous testing of correctional programs will yield more precise evidence about these issues.

Mr. John Walton  
Chief Parole Officer, Bureau of Adult Corrections

Correctional Decision Making:  
Post Institutional Aspects

I. INTRODUCTION

You have already heard from a District Court Judge on the Judicial Aspects of Correctional Decision Making and from your Program Coordinator on the Institutional Aspects of Correctional Decision Making. I will try to bring to you some information on the Post-Institutional Aspects of Correctional Decision Making. You will probably note points of consideration which are present in all three phases of Correctional Decision Making that are under consideration here today.

To my way of thinking there is no way in which either of the three aspects under consideration here today can be divorced one from another, they are inter-related and each has a definite effect on the other, and the effectiveness of each one has a definite effect on the effectiveness of the other two. We are each dealing with only one facet of a many faceted program.

You have also heard from others during the past two weeks as they talked about various portions of the program. Each of these programs pointed up areas of knowledge with which we must be conversant in order to make intelligent decisions in the field of corrections.

II. COMPARISON OF INSTITUTIONAL AND POST INSTITUTIONAL FUNCTIONS.

Just as decisions have to be reached on both the Institutional and Post-Institutional levels in the correctional process, it should be understood that the decisions are being made by humans, and as is the case of all decisions made by mortal man, are subject to error. It is therefore incumbent upon each of us to seek to learn as much about the other's function as is possible and to learn as much as possible about the whole correctional process, and to be tolerant of errors made by our fellow mortals.

The Institution has certain rules and regulations which it must follow and the Institutional Personnel have certain decisions they must make, based on the policies, procedures and regulations of the Institution. These decisions must be made upon the basis of the best information available to those making the decisions. If the facts or information upon which the decision is made are faulty there is a distinct possibility that the decision will be faulty. It is therefore necessary for us to secure the best possible information about each case and to individualize the treatment as much as possible to best meet the needs of the individual.

Just as Institutions fail to "correct" each individual that comes within its jurisdiction, so does the Probation and Parole Services fail to "correct" or "rehabilitate" each individual who comes within its jurisdiction. We both have our "failures" for various reasons which will probably remain unknown to us even though we may have done our best to understand and to know the facts in each case. I know that when a probation violator is brought to the institution he comes with a certain set of "information," biased though it may be, which he passes on to the institutional personnel and in an even more biased form to the inmates. This information should be viewed in light of the source and viewpoint of the one giving and the one receiving the information.

When an inmate is released on parole he comes to the Parole Agent with information, true or otherwise, concerning his experiences in the institution. Many of these related experiences are of a positive nature, however some of them are of a negative nature. These "experiences" must be viewed by the field staff in the light of what is known of the person relating the experience and in light of what is known concerning the program of the institution. If one's experiences have been of a positive nature, he will tend to relate them in a positive manner; if on the other hand his experiences have been of a negative nature he will tend to relate them in a negative manner.

What has been said concerning probation violators can also be applied to parole violators. In talking with violators who have been returned it would appear very appropriate for both sides of the coin to be viewed before a decision is reached as to whether or not credibility can be attached to the returnee's statement concerning the reasons for his return and the frequent references to the doubtful ancestry of the Parole Agent who revoked his parole without any reason. In such cases, if the whole truth became known or would be admitted, there has been more than enough reason to cause revocation of probation or parole. This same yardstick must be applied by the field staff in relation to various tales told concerning the treatment which they received in the Institution.

I have already spent what may well be too much time on factors which may seem to have little bearing on the topic I was assigned, "Post Institutional Correctional Decision Making"; however I felt it important that a basis be laid for a mutuality of understanding on the inter-relatedness of the various aspects of the Correctional Decision Making processes as I see them.

### III. WHAT IS PROBATION? WHAT IS PAROLE?

There is considerable confusion present in the understanding of the meaning and use of these two words. Especially in the case of Probation, the terms Probation and Parole are used almost interchangeably, even though Probation and Parole are two entirely different functions. Another term which is very frequently used is "Bench Parole."

The dictionary gives these definitions:

PAROLE: Word of promise; word of honor; plighted faith; especially, a promise given by a prisoner of war that he will not try to escape if allowed to go about at liberty, or if released to return to custody at a certain time, if not discharged, or not to bear arms against his captors for a certain period and the like.

v.t. To allow liberty to go on parole; to release on parole.

PROBATION: A testing. Trial; examination; any proceeding designed to ascertain truth; a period of time required to fit a person for a specified place, as a novice or an apprentice.

As can be seen from these definitions, the current usage of the terms "Probation" and "Parole" in the correctional field are extensions of the meanings originally attached to the words.

As now used in the field of corrections, probation refers to the release of a person under supervision, upon the order of the Court before being made a prisoner. In other words he is being placed on probation so that he may prove himself worthy of remaining in society rather than being committed to prison.

This is the same process which is sometimes mistakenly referred to as "Bench Parole."

The "PAROLE" process, by definition, refers to the release under supervision of a "PRISONER" prior to the expiration of his sentence, on the stipulation that he or she will abide by certain conditions, or that they will return to serve out the remainder of their sentence or such portion thereof as may be deemed necessary by competent authority.

### IV. PURPOSE OF PROBATION AND PAROLE?

What is the purpose of Probation and/or Parole?

Placing a man or a woman on Probation or Parole simply allows that person to serve out his or her sentence in the community without the restrictions of confinement so long as that person abides by certain conditions, and is able to demonstrate his or her willingness and ability to live in society without endangering the lives and/or property of others. By allowing this, the Courts and/or the Parole Board is theoretically protecting society while also making provisions for the probationer or the parolee to support his or her family, thereby reducing the financial burden of caring for those families who would otherwise be left without means of support. The primary function of probation and/or parole is the protection of society with a secondary purpose of making the financial burden on society as light as possible. All of the remaining factors to be discussed in this paper have a bearing on this one purpose, and the measure of the effectiveness of the decisions reached has to be "How well was society protected?"

V. RULES OF PAROLE.

In order to assist in meeting the stated objective of Probation or Parole, certain rules have been promulgated. At the time of acceptance of Probation or Parole, it is necessary that the individual to whom this privilege has been granted, indicate his acceptance of the conditions by signing, before witnesses, an agreement setting out the conditions under which the probation or parole has been granted. The privilege of continuing that probation or parole depends on how well the probationer or the parolee lives up to the conditions to which he or she agreed.

VI. DIFFERENTIAL ENFORCEMENT OF RULES AND EVALUATION OF RISK FACTORS.

In making a decision concerning a case it is necessary that the conditions or rules of Probation or Parole be considered in the light of the needs of the individual and the protection of society. Violations which cause the revocation of one Probation or Parole do not of necessity cause the revocation of another. Each case must be judged on its own merits. There are cases in which drinking can be tolerated and in which such drinking does not pose a threat to society or indicate that a further offense is about to be committed. In another case it is known and has been demonstrated that any drinking or intoxication cannot be tolerated because it is known that all of his prior offenses have had a direct relationship to his drinking and that the only time he commits offenses is while under the influence of alcohol, and it is further known that he commits offenses nearly every time he becomes intoxicated. As can be seen in this type of situation one of these individuals could very well be allowed to continue on Probation or Parole while it would be very imprudent and unwise to allow the other individual to continue on Probation or Parole in the event heavy consumption of alcohol should occur.

Each of the conditions of Probation or Parole is subject to similar differential enforcement. You will often hear a statement which runs in this vein: "Why was my Parole revoked; Joe did the same thing I did and his Parole wasn't revoked." Or, "Why was my Parole revoked, I didn't do anything to cause it; my Parole Officer was just out to get me and send me back." In such cases you can rest assured that something did occur to bring about revocation, however getting the individual to admit such violations is sometimes a very difficult if not impossible task.

The question then arises, should the rules be enforced with equal rigidity in every case, or should the rules be viewed as general guide lines subject to interpretation in accordance with the needs of the individual case?

VII. INDIVIDUALIZED TREATMENT PROGRAMS.

If the conditions or rules of Parole are to be differentially enforced in accordance with the needs of each case and with relationship to the

risk factors involved in each case, then it is necessary that a treatment program be established in accordance with the needs of each individual case. One case may have a very definite need for intensive treatment for his alcoholism, while another case may consume alcohol, but not have a problem with the use of alcohol. One individual may have a definite need for vocational training in order to prepare him for an adequate adjustment on Probation or Parole, while another person may be adequately skilled to make a good vocational adjustment, but may need assistance in obtaining and maintaining employment. There are many variations on the above, and these are given only as a small illustration of the complexities of the decision making process which goes on in the Post-Institutional Correctional Decision Making.

VIII. READINESS FOR PAROLE - ASSESSMENT BY INSTITUTIONAL PERSONNEL -- vs. -- NECESSITY FOR RETURN - ASSESSMENT BY FIELD PERSONNEL.

Just as Institutional Personnel must be able to reach a decision as to whether to recommend or not recommend a person for Parole consideration, so is it necessary for the field staff to reach a decision to recommend or not recommend that Probation or Parole be revoked.

In order for either one to make an intelligent recommendation all known factors must be evaluated. In order for these factors to be known, it is necessary that the resources available be adequately explored in order to determine their relevance to the case. In either case the risk factor stands high on the list of the various factors to be considered. Other factors include the attitude of the individual, his willingness and ability to change his behavior, the resources available to him, the attitude of his Correctional Counselor or his Parole Officer, the attitude of the community and their willingness to accept or tolerate or help the individual, the nature of the offense and the probability that it will occur again. There are many other factors which may or may not be present in any given case.

Very careful consideration must also be given to the demonstrated ability of the man as to his changes in his patterns of behavior and his continuing capacity for change (more will be said about this in the seventh session of this program).

The Field Officer in his investigation and evaluation of a case prior to deciding whether or not to recommend revocation must conduct an investigation, the content and rationale of which constitute a complete lecture or paper in itself. Basically this investigation and report encompasses the subject's prior adjustment on Parole or Probation, the rules or conditions violated (including law violations and new charges), subject's statement (when contact can be made) concerning the alleged violations, the current location and situation of the Parolee or Probationer, and the Parole Officer's recommendation.

Based on his findings, the Parole Officer must then decide on the course

of action he feels to be appropriate for the case. This recommendation may be for revocation, or it may be for some administrative action either through verbal or written reprimand, extension of the period of supervision or a combination of reprimand and extension.

If a recommendation for revocation is in order, the recommendation is submitted either to the Court or to the Board of Parole, depending upon which has jurisdiction. Upon receipt of the report and recommendation the Court may decide whether to revoke or continue Probation, and the Board of Parole may decide to revoke or continue Parole.

#### IX. OTHER ASPECTS.

In addition to the aspects of Post Institutional Correctional Decision Making given above, it is also the responsibility of the Field Staff and/or the Board of Parole and/or the County to decide when the appropriate time for discharge from sentence arrives. The same factors must be considered at this time as were originally considered at the time of Probation and/or Parole, in addition to other factors, e.g.: will discharge at this time pose a menace to society; will discharge at this time create disrespect for "The Law.?" Has supervision served its purpose or would further supervision be of benefit to the subject and make him better able to continue to adjust?

The final aspect of Correctional Decision Making - Post Institutional - rests with the Governor upon the recommendation of the Board of Parole, and that is the decision as to whether or not Restoration of Citizenship and/or a full Pardon should be granted.

Mr. Ronald Carlson  
Professor of Law, The University of Iowa

#### Legal Aspects of Corrections

#### Probation and Institutional Problems Outline of Authorities

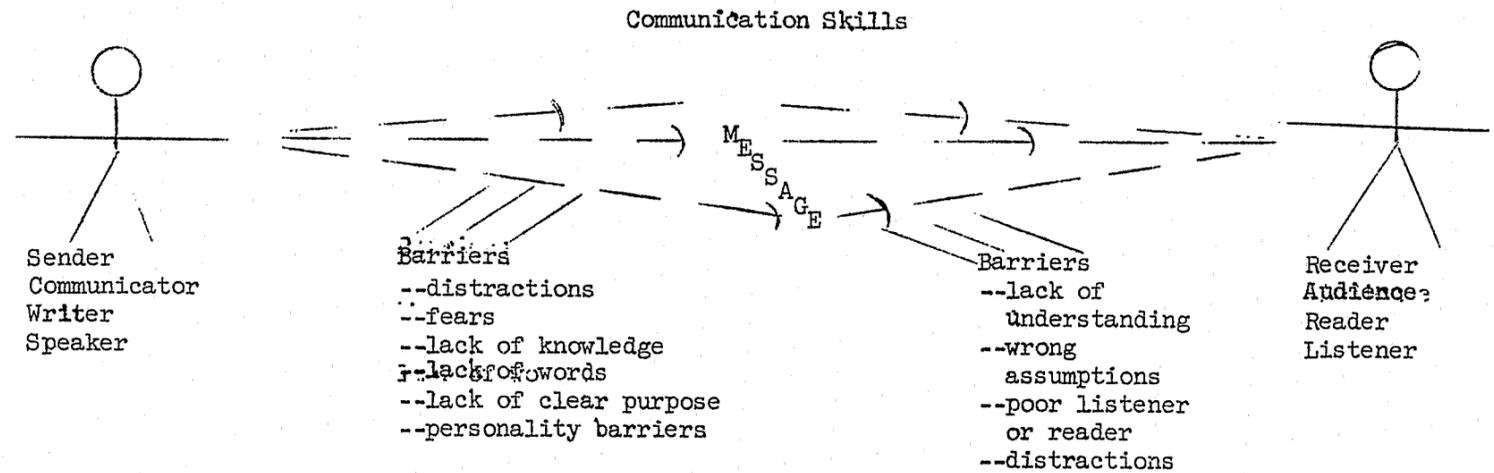
- I. Probation and Parole Revocation.
  - A. Probation: Sec 247.26, Iowa Code (1966).
  - B. Parole: Sec. 247.9, 247.28, Iowa Code (1966).
  - C. Developing Case guidelines: recent decisions.
    1. Mempa v. Rhay, 88 S. Ct. 254.
    2. McConnell v. Rhay, 89 S. Ct. 32.
    3. Campbell v. Pate, U. S. Ct. App. (7th Cir. Sept. 1968).
    4. Curtis v. Bennett, 256 Iowa 1164.
    5. Commonwealth v. Tinson, Pa. Sup. Ct. 1969.
- II. Institutional Considerations.
  - A. New cases: Johnson v. Avery, U.S. Supreme Court (1969) (deals with the question of whether a prison regulation is constitutional which prevents one prisoner in a state penitentiary from giving legal assistance to another prisoner).
  - B. Civil suits by prisoners. The Problems of Modern Penology, 53 Iowa Law Review 671, 703:
  - C. Civil Suits

Prisoner suits most often seek to compel or prevent prison officials from doing some act, but prisoners may also sue in tort for money damages. Injuries negligently inflicted in prison workshops while the prisoners are performing menial prison chores constitute a major area of tort litigation. The inmate must show that a prison employee owed him a duty and that the employee was not called upon to use judgement in the performance of that duty. The usual standard of care is that of reasonable and ordinary care of the prisoner. Prison employees have been held liable for negligence in failing to prevent a foreseeable injury to one inmate by another, for failing to keep a prison clean, safe, and sanitary, and for injury sustained due to one inmate's being placed with another who was violently insane.

The prisoner faces difficult obstacles which may render such civil suits unsatisfactory. The most formidable barrier is the sovereign immunity doctrine, which protects states from suits to which

they do not consent. The doctrine, in its simplest interpretation, declares that the state can do no wrong. It is based on the desire to protect public funds from being diverted from governmental purposes to pay tort judgements. To avoid this obstacle, an inmate must rely on statutory provisions, such as the Iowa Tort Claims Act, which waive sovereign immunity and consent to having liability determined by orderly adjustment procedures, including recourse to the courts. Even in those jurisdictions which have enabling statutes, however, the inmate cannot bring an action for assault or libel, because most statutes specifically deny liability for such acts. Redress for such acts must be sought either under a cruel and unusual punishment charge, or under the federal civil rights acts.

Dr. Robert Omick  
Assistant Professor, Rhetoric Program, The University of Iowa



Model Outline for Paragraphs to be Developed from an Attitude Sentence

Central idea of paragraph

I. subject Miss Bunny, my high school English teacher modifies attitude during my senior year, was not an effective disciplinarian.

To analyze central idea, ask:  
in what ways was assertion true?  
for what reasons did you form attitude?

II. A. The way she looked, not what she said, held the students' attention during lectures and discussions.

The answers to the above questions become the subdivisions of the paragraph.

B. The way she laughed at the jokes and pranks that disrupted the class invited more the of the same. O

C. The way she screeched at the students when she finally decided to take over merely added to the confusion. Y

III. Miss Bunny could use a few lessons in how to control a class.

CONCLUSION

Central idea emphasized in final sentence of paragraph.

USE THE FOLLOWING QUESTIONS TO CHECK YOUR ATTITUDE SENTENCE OUTLINES

- Does the central idea have three essential parts: A limited subject? A modifier that limits the subject even more? An attitude that limits the subject even more?
- Does each subdivision answer a question about the attitude expressed in a central idea? Does each support the central idea by explaining how or why?
- Does each subdivision support the central idea instead of merely repeating all or part of it? Instead of being an introductory or concluding remark?
- Are A,B, and C distinct divisions of the central idea or do they overlap so much that they sound repetitious?

THE NUMBER OF SUBDIVISIONS VARIES. TWO IS SOMETIMES ADEQUATE. MORE THAN THREE MAY BE TOO MANY FOR A SINGLE PARAGRAPH.

MODEL PARAGRAPH DEVELOPED FROM AN ATTITUDE SENTENCE OUTLINE

This fine paper shows how to:

- Effectively introduce the central idea of a short paper.
- Achieve smooth transitions between the subdivisions of the paper.

Note also that this paper illustrates the flexibility of the model outline. The restatement of the central idea (III) is incorporated into the introduction and the last subtopic (C) makes an emphatic conclusion.

- My father is mean and unfair.
- The rules set up for me have always been more strict than those set by other parents.
  - He has no understanding of how I feel about things.
  - I have learned to pay dearly for any privilege he grants me.
- It is very difficult to love so hard a man.

Intro. Like all good boys, I love my father. And for almost twenty years he'd been testing my love. When I was very young he;d say, "Mike, you love me, don't you?" If I said no, he would pat me on the head--with his fist! He was the biggest and strongest man on the block, but I never boasted about it; to me he was just mean and unfair. I was the only kid in the gang who couldn't have a BB gun or a slingshot, the only one who couldn't ride his tricycle in the street or after six o'clock at night. When I graduated to a bike, the rules didn't change. I'm the only fellow I know who has never ridden his bike to school, the only fellow who couldn't stay out after nine o'clock until his first year in high school. And all for my good. But he never convinced me that he was thinking of my happiness. He issued these restrictions simply to exert his authority and see how far he could push me. He is a self-centered, stubborn Irishman who has no understanding of how I feel about things. Last summer, for example, my father decided our family would spend two weeks in Colorado visiting all of his relatives. I had just acquired my first steady girl-friend and, like any red-blooded American boy, could not bear the thought of spending two dull, boring weeks with Granny and Aunty and all the little fink-cousins when I could be spending the time with the girl of my dreams. So I begged and pleaded. I even said I'd go out and see everyone for a few days, then pay my own way back. But to no avail. I heard the usual ultimatum: "Boy, you're going out with us, and you're coming back when we come back, and you're gonna have a good time, see? Or I'll pat you on the head, again!" Those two weeks were the worst of my life. I had no one to talk to, no one to do anything with. After I sulked around and read and sulked some more, my father finally realized my plight. He suggested that I take the bus home. I was overjoyed--until he told me has was just kidding, that I wasn't going anywhere. Recently, however, he seems to be softening. He has never even let me talk about buying a car, but he says I can get one next summer, providing, of course, that I have saved enough money for the

Conclu.

car, the insurance, and the registration. And though he calls me a beatnik and has threatened to kick me out of the house because my hair is one inch longer than President Kennedy's, I'm still permitted to sleep under his roof and eat at the family table.

THE WRITING LAB

Model Paragraph #2 for Assignment #2

My basketball coach in high school was a slave driver. Though the season usually opened around the middle of November, we began practice on October 15 every year. Then came four weeks of exhausting exercise. He invariably demanded 20 laps instead of 10. His favorite torturing devices were hundred of side-straddle hops, push-ups, chin-ups, and sit-ups. Hour after hour he drilled us on fundamentals such as the bounce-pass, the overhead pass and the dribble. When we thought it was time for a break, he switched us to practicing the basic patterns--crisscross in the center, in-bounds plays, forward guard screen, and the press. When the season finally started, his demands became even greater. Before every game we spent two or three practice sessions talking about and preparing for our opponent's particular kind of play. We had to be ready to take advantage of their weaknesses and to break their strengths. During my senior year we practiced five hours a day for five days before an important game. Many times he held us until interrupted by a telephone call from a complaining parent or his wife. We affectionately called him The Whip, but had a fine team and four winning years.

WORKING PAPER

I. Introduction

Central idea

My job is { Complete statement and fill in outline:

II. Body

A.

- 1.
- 2.
- 3.

B.

- 1.
- 2.
- 3.

C.

- 1.
- 2.
- 3.

III. Conclusion

<u>Subjects</u>	<u>Modifiers</u>	<u>Verbs</u>	<u>Attitudes</u>
Joe,	the guy next door,	is	my friend.
My brother,	Sam,	has	problems.
The government,	in Washington,	is	too impersonal.
My wife,	bless her soul,	can	really talk.
Today,	Thursday,	is	my lucky day.

Who or  
What

Is or does

What?

Why do you say that about this?

Because ————— specific details.

Speech

- I. The Speaker
  - A. integrity
  - B. knowledge
  - C. self confidence
- II. The Speech
  - A. selecting and narrowing the subject
  - B. determining the purpose
  - C. analyzing the audience and occasion
  - D. gathering the material
  - E. making an outline
- III. Speaking
  - A. audience contact
  - B. posture
  - C. movement and gestures
- IV. Discussion and conversation
  - A. speaking to the point
  - B. knowing how to listen

Dr. James Price  
Professor of Sociology and Anthropology, The University of Iowa

The Membership, Organization and  
Environment of Correctional Institutions

- I. Membership characteristics
  - A. Single sex
  - B. Involuntary
  - C. Deviants and Dangerous
- II. Structure
  - A. Large Scope (total institutions)
  - B. Output
    - 1. Protect community from harm
    - 2. Produce conforming individuals
    - 3. Processing people
    - 4. Few rewards for "graduation"
- III. Environment
  - A. Constituency (customers)
    - 1. Unorganized

Consequences:

- A. Sex role problems
- B. Motivational problems
- C. Isolation
- D. Lack of support
  - 1. organized
  - 2. unorganized

Mr. John T. Donnelly  
Center for Labor and Management, The University of Iowa

Supervisory-Employee Relations

- I. Introduction
  - A. Objectives of the Session
    - 1. To examine the changing view of the supervisory relationship.
    - 2. To discuss the findings of the behavioral sciences regarding the ideal supervisory-employee relationship.
- II. The Traditional Approach
  - A. The Bureaucratic Model
  - B. The Economic Man Rationale
  - C. Problems or Dysfunctions with this Type of Approach
- III. The Human Relations Approach--Man as a Social Being
  - A. The Hawthorne Studies
  - B. Research Findings Related to Supervision
    - 1. Mayo
    - 2. Whyte
    - 3. Coch and French
  - C. Implications for the Supervisor
- IV. The Current Approach to Supervisory-Employee Relationships
  - A. Maslow's Hierarchy of Needs
  - B. The View of Argyris and McGregor
  - C. Herzberg's Research
  - D. Likert's Study of Supervisory Style and Productivity
- V. Summary
  - A. The Ideal Supervisory-Employee Relationship

Dr. Douglas N. Johnson  
Clinical Director, Iowa Security Medical Facility

The Role of the Professional in the Treatment Process

I. Introduction

- A. Who I am and what I do
- B. What I will talk about
  - 1. Defns: Professional, Treatment Process
  - 2. The Role of the Professional in administration and treatment
  - 3. Summary

II. Basic Definitions

- A. The Professional--one following a calling requiring specialized knowledge and often long and intensive academic preparation
  - 1. The Correctional Counselor
  - 2. The Parole Officer
  - 3. The Social Worker                      Defn. of field of work
  - 4. The Psychologist                      Required training
  - 5. The Psychiatrist
  - 6. The Nurse
- B. The Treatment Process--to treat--to care for or deal with medically or surgically, as with a disease!
  - 1. Disordered behavior to be treated
  - 2. Medical model
  - 3. Compare with history of handling mental disorders
  - 4. Current concept of treatment is that it should start at least as soon as the person's first contact with legal authorities.
  - 5. Will limit my talk to what happens once a person is under jurisdiction of formally organized correctional agency.

III. The Role of the Professional in Treatment

- A. Administration--usually those with most training and experience
  - 1. Who Administrators are
    - a. Director of Bureau and Staff
    - b. Wardens and Superintendents                      Use hospital chain of
    - c. Directors of Field Programs                      command to illustrate
    - d. Department Heads
  - 2. What Administrators do
    - a. Plan treatment programs--supervise their operation
    - b. Provide for physical needs of inmates and staff
    - c. Provide for staffing of professional people who treat

B. Treatment

- 1. Kinds of treatment
  - a. Medical-Surgical excluding psychiatric
  - b. Psychiatric--drugs, psychotherapy (indiv. and group) milieu treatment, activities therapy, nursing care, social casework
  - c. Counseling
  - d. Vocational rehabilitation

B. Treatment

- 1. Kinds of treatment (continued)
  - e. Work
  - f. Activities
  - g. Milieu
- 2. Who does What
  - a. The Psychiatrist
  - b. The M.D. (other than the psychiatrist)
  - c. The Clinical Psychologist
  - d. The Social Worker
  - e. The Correctional Counselor
  - f. The Nurse
  - g. The Parole Officer
- C. About the Correctional Officers
  - 1. Custody versus treatment?
  - 2. "Non-Professional?"

IV. Summary

Dr. Lyle W. Shannon  
Chairman, Department of Sociology and Anthropology  
The University of Iowa

General Problems of Measurement and Evaluation

1. The problems of measurement and evaluation are very complex. Even though sufficient information may be available, the costs necessary for change any make changes unrealistic.
2. Measurement and evaluation are crucial long before institutionalization of the offender. They begin with one's concept of crime and delinquency.
3. Who is the delinquent or criminal? Who is the serious offender? At what levels of analysis are we concerned? Information can come from a variety of sources in order to answer these questions:
  - a. Concern can be with individual persons and their careers or with classes of events.
  - b. Out of all crimes known to the police only some result in police contacts with individuals.
  - c. Arrest records.
  - d. Court records.
  - e. Institutional records.
4. Previous record, as known through one of the above sources may be taken into consideration in predicting what will happen during institutionalization, after release, and in measuring the effectiveness of programs for resocialization.
5. What any community has as a crime or delinquency rate or what any institution has as a misbehavior or recidivism rate depends on:
  - a. What the juveniles or adults do, and
  - b. How the community and its officials perceive what they do.
6. If this is accurate, a community may have specific acts that exceed in frequency those of another community, but may have a lower known rate of offending behavior (e.g., police contact rate). Also, a community with a low police contact rate may have a high referral rate and end up with a high rate of court adjudicated crime and delinquency.
7. The official rates can vary with time as a community becomes more or less interested in delinquency and crime. Police contact rate may double, for example, without an increase in actual offenses committed.
8. Which is the best measure? Depends. Usually we say that the measure that gets you closest to the event is the best.

9. Police Contacts:
  - a. Number of offenses (contacts)
  - b. Type of offenses (contacts)How can you combine a and b to come up with a number that stands for previous record? Develop index.
10. What is the best index of previous record of an individual? That depends on what you wish to do with it. Are you most interested in description or in prediction? Each will be best accomplished by a different measure. This also applies to record of behavior in an institution.
11. This leads to a consideration of those factors to be used in parole prediction (or predicting how likely one is to succeed upon being released from an institution).
  - a. Previous record
    - 1) Offense record
    - 2) Work record
    - 3) Marital record
  - b. Institutional record
  - c. Demographic factors (Race, Sex, Age, etc.)
  - d. What will happen upon release?
12. Which of the above are most important is determined by:
  - a. Experience tables developed for the above categories.
  - b. Mathematical devices that take into consideration the importance of each variable and combinations of variables thought to be significant.
13. Who or what seems best able to select which factors make for success or failure? The prediction device does, although study also shows that parole boards, judges and prosecuting attorneys have relatively good judgment, possibly due to their experience and distance from the offender. Correctional institution staff, police chiefs and law enforcement officers are less accurate judges.
14. Put questions remain about the utility of prediction devices because even with years of research behind them they are not very accurate. Why? The failure of prediction devices is based on:
  - a. A lack of association between "factors" and outcome on parole. Prediction devices rest on the assumption that some will get into trouble and others will not. Some will get into the causal system leading to parole violation. What is the cause of parole violation? Prediction devices may be inadequate because they have not isolated factors related to parole violation very adequately.
  - b. Errors arise because of sampling fluctuations. Characteristics of a new sample differ from those

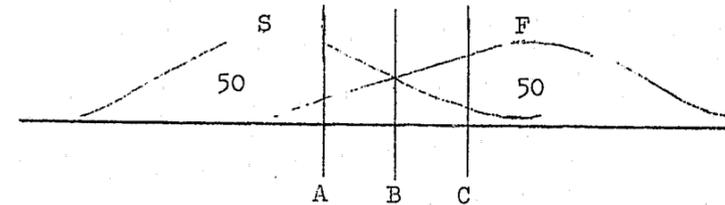
of the first sample which was used in building the prediction device. This may be due to changes in population or to changes in the system to which the population is exposed.

- c. Errors may arise due to the unreliability of information used in building the prediction device. There may be a lack of rigorous definition of variables and/or prison record information may be unreliable.
- d. Errors may be correlated with the passage of time. Prediction devices generally assume that parole conditions remain constant as do employment possibilities, the efficiency of parole agents and law enforcement officers, the attitudes of the community, etc. Actually, all of these may be changing significantly.
- e. Some say that the most important predictive factor is the behavior of persons with whom the parolee interacts. How can one predict this? Most prediction devices don't.

15. Decisions to release:

- a. Parole board must make the decision on the basis of cutting points for each base expectancy group.
- b. Parole board must determine the advantage of releasing on parole under supervision rather than at the end of the sentence.
- c. Parole board must decide at what time the person is ready for parole.

Parole Prediction -- Social Costs



- A Minimizes Failure -- Some remain in who would succeed
- B Maximizes Predictive Efficiency
- C Maximizes Release But Maximizes Failure

	S	F	
H score	45	50	Out and Fail
L score	5	50	
Potential Success	50	50	

Base Expectancy 50-50

Could let all out or keep all in and make 50 errors

$$C = \frac{E_1 - E_2}{E_1} = \frac{50 - 10}{50} = \frac{40}{50} = 80\%$$

	S	F	
H	9	9	Out and Fail
L	11	81	
Potential Success	10	90	

Base Expectancy 90-10

1. Could keep all in and 10 errors  
2. Could let all out and 90 errors

1. 10 errors are unseen  
2. 90 errors are seen  
\* 3. 9 errors are seen

$$\frac{10 - 10}{10} = \frac{0}{10} = 0\%$$

Could keep all in (10 errors)

	S	F	
H	81	1	Out and fail
L	9	9	
Potential Success	90	10	

Base Expectancy 10-90

Could let all out 10 errors  
Could keep all in 90 errors  
Table 10 errors  
Only 1 failure seen

Dr. George Hillery  
Professor of Sociology and Anthropology, The University of Iowa

The Role of the Non Professional in the Treatment Process

I have been asking myself for several weeks now, why I was asked to talk to you on the role of the nonprofessional in treatment. The answer came at the time I accepted this assignment, but I have been realizing more and more how true it is: because I myself am a nonprofessional. I can't make psychiatrists out of you, or social workers. All I can offer you is some knowledge of sociology (which I think will help) and some experience about what it means to be a nonprofessional in a treatment situation. For I have been in such situations. Psychiatric first aid. A nonprofessional evangelist. And of course I am a father, and even though I am a grandfather, I don't think on THAT basis you could call me a professional. So I have 'been through it,' and I have been trained to look at it from the point of view of the human group. As you will see, this doesn't give me that much of an advantage--some, but not that much. But at least it puts me in a position to share. I want to tell you the story of what I consider to be probably the most successful prison official that I have known. We'll call him Joe. He had been a merchant seaman. He got his B.A. degree from L.S.U. And was at the time a prison classification officer at Angola State Penn. in Louisiana. He was seated at his desk one morning, with the door to his cubby-hole office open, when a fight broke out between two prisoners, and one was severely beaten. The guards came up and asked Joe if he had seen anything. Joe looked at them quite innocently, and carefully told a deliberate lie: "No," he said. This story, told alone, might have all of the earmarks of corruption, cowardice, collusion, or you name it. And I am not proposing it as a model for the non-professional to follow in the treatment process. I told the story because I remembered it, and I hope you will remember it. Because there IS a moral. Joe turned out, as I said, to be one of the most successful correctional officers that I know. I sat with him for a whole day and watched him classify prisoners. I sat with him while he passed "judgement". A fairer treatment, a more honest rendition, I have not seen. Nor have I found anyone with greater rapport. The Big Con. Meal time. The Walk alone. What were Joe's motives, then, for keeping quiet? I do not know. But I do know the effect: They showed the cons that he was someone who cared more about the person than about the rules. He was willing to keep quiet and wait, rather than just punish someone. Whatever Joe's reason, it was an ice-breaker for the cons, and it let him develop personal ties among them. It is hard to say whether Joe had 'friends' among the cons, but I can attest that he was liked, and respected, and this attitude was of service to him in his work. In many ways, this story is the theme of my talk. It is not the story of Joe, or of Angola, but a certain type of relationship that Joe established among some of the cons. This type of relationship is called by sociologists 'the primary group.' The best description is still that given by the man who first used the term, Charles Cooley: "By primary groups I mean those

characterized by intimate face-to-face association and cooperation." (p.23) "The most important...--though by no means the only ones--are the family, the play-group of children, and the neighborhood or community group of elders." (p. 24--from: Ch. H. Cooley, Social Organization) To understand the importance of this kind of group, you have to understand its opposite. But here we meet with a difficulty, for the word used to describe this opposite kind of group itself has a bad name. Sociologists call it a bureaucracy--and immediately, we think of all sorts of unpleasant things like red tape, and rules for NOT doing things, and taxes and inefficiency. In spite of all these unpleasant companions of bureaucracy, the word is still a good one, because it simply means an organization that is intended to coordinate the work of many individuals as it tries to accomplish certain tasks. There are certain things you expect in a bureaucracy:

1. There are rules, rules, rules, of course.
2. But there is also coordination--the rules have a purpose, and although the rules can and do get outdated and over abundant, at one time there was a logic behind them: coordination.
3. Specialties: typists, file clerks, even bosses.
4. Hierarchy: Someone is over someone else, and the shape of it all is like a pyramid.
5. Professionals: Someone highly trained for his job--usually more than a college degree, even if this be only in experience. Lawyers, doctors, nurses.

There are more (especially one more), but these five will do for now: rules, coordination, specialties, hierarchy, professionals. The world today is full of bureaucracies: The government, of course. But also automobile manufacturing plants, hospitals, schools, and: prisons, and if you stop and think a bit, you will see it very clearly. I don't think I have to tell you about the rules. And they are coordinated, at least in the sense that you know what to expect, MOST of the time. There are of course, the specialties, such as your own job, which is not quite the same as the job of others. There is also of course, the hierarchy--someone is boss around here. And finally, there are the professionals--social workers, nurses, what else? But there is one more thing that all bureaucracies have, and they go by different names: customers, taxpayers, patients, and inmates. Let's give them one name that will stand for all of them--a rather fancy name, but it will do: clients. Your clients would be the girls who are kept here. They are, of course, the reason for your being here and therefore one of the major reasons why I am speaking to you. So here we have two opposite kinds of groups: The bureaucracy and the primary group. What do they have to tell us about the nonprofessional in the treatment process? At one time, it was the belief among economists, sociologists, and even businessmen that one day the bureaucracy would take over the whole world, and there would be no room left for primary group relationships. The family was supposed to be on the way out. Early in the sociological study of bureaucracy, they found something else: the grapevine, the friendship clique, the rumor mills--in short, they found that every bureaucracy was riddled with primary groups, and there was nothing anyone could

do about it. A recent study in a professional journal goes even further. Professor Eugene Litwak of the School of Social Work at the University of Michigan. (American Journal of Sociology, January, 1968). He says: There are certain tasks, even in a bureaucracy which a primary group can do better. There are three kinds of these tasks: Where the job is simple, where the situation is involved, and where information is incomplete. Let me take each in turn.

1. Where the job is simple: If an individual had to consult a doctor every time he took an aspirin for a headache (if he COULD consult a doctor every time) he would take up so much of the doctor's time that they probably would not have time for more important things.
2. Where the situation is involved: (read from Litwak, pp. 473-4).
3. Where knowledge is incomplete: How do you raise a child? There are more theories than you can count. But the fact of the matter is, a mother with an 8th grade education can do as well as a Ph.D.-- and I can give you examples. We just don't have all the answers--or even most of them. Technical or professional knowledge is just not that much better than that possessed by the ordinary man in the street or the ordinary mother in the home.

What we want to do now is to translate these examples to your own situation. The first and most basic question is: How can you as a non-professional in the treatment of prisoners be of some use, of some help? You can take either of two courses of action:

1. I am paid to do a job. You do your work and that is the end of it. You will be of some help if you take this course, but not very much. Your job will probably be safe and uncomplicated. You will simply be a member of the bureaucracy. In terms we used before, you will be a specialist, not a professional, and low in the hierarchy--higher only than your clients.
2. Or, you can try to develop a primary-group relation with your clients. This approach will be difficult and frustrating. You will probably be discouraged by the girls, and probably also by some of your fellow workers. But in the long run, you may be able to point to a few girls and say, these I have helped, somehow.

Before we go on, we had better be clear about what we mean by "primary group." Let's take three: family, children's playgroup, and neighborhood. I don't think you will get anything resembling the first two. But you might succeed in developing something similar to a neighborly feeling.

Develop continuum { Family  
Playgroup  
Buddy group  
neighbor  
counsellor

Comment on Prison Community--there is no such thing. But if you do you must remember that you have one major handicap, and I think it wise to always remember it, and try never to fool yourself: You are a member of the staff, and if you quit, you won't be sent to prison. This is a fundamental difference, one that somehow in our desire to help, we sometimes play down. There is, in other words, a basic difference in the reason you are here and the girls are here. They know it. And don't forget that they know it. What you do, you must IN SPITE OF this difference. There are also some real dangers in "getting too friendly" with the girls, if you succeed--and these you must realize: This is the danger of corruption. There are always some who are willing to use you. If there weren't any such persons, they wouldn't be here, and neither would you. Your goal is to show the girls that you can be their friend, but not their tool, because if you become their tool, you can never be their friend without becoming one of them. There is another problem that you will probably have to face. I don't know the particulars of this situation, and so I will have to describe other situations that I have visited and studied. A prison world, even the best of prison worlds (it seems to me), is composed of two camps: Staff is the bureaucracy, and the clients are the inmates. Although the two do meet, they are always separate. READ FROM HILLERY, COMMUNAL ORGANIZATIONS, p. 340. Every situation is different, and you will have to make adjustments for this picture that I am trying to describe adjustments to your own situation. But the point that I am trying to make is that the girls may well already be organized against you. And any sign of friendship on the part of one of the girls may well isolate her from the others with names used like 'fink,' 'rat,' 'stoolie'--you probably have heard of others. This you CAN change, as you gain trust, but it would be a good thing to expect it, and to wait it out--which may take months, or even years. By the same token, you may be under suspicion of disloyalty by your fellow workers. One last point, and I will stop being dismal: There is also a difference between you and the girls that is not caused by any organization on their part, or attempts at corruption. It is the same kind of thing I face as a professor with my students. No matter how hard they try, there is THAT difference, and I think they prefer it. They rarely come to me after the class we have gone through together has ended.

Let me summarize the difficulties in establishing primary relationships with the girls, so you at least will know some of what you are getting in for:

1. Status--you are free, they are not.
2. Corruption--some may get 'friendly' in order to use you.
3. Organized--the girls may well be organized against staff.
4. Disloyalty--this accusation may come from your fellow workers.

These are the dangers. The only reward is the job itself. You will never reform even most of the girls you work with. But you will probably reach a few this way. Forgive me for making the comparison, but I do not know how to do it better than to compare it to winning souls. Your major task is sowing so that others may reap. Most you cannot reach. A few you

**CONTINUED**

**1 OF 2**

will. And you cannot reach those few in any other way. So the choice is plain: you can make life more difficult for the girls, you can act as a staff member and nothing else, as 'the big stick' and alienate them forever--from you and what you stand for. Or you can choose to be on the side of the girl--not to pander to her and 'coddle' her, but to help her in trying to come to terms with herself and the world. How to do this? Mostly it's trial and error, and patience, patience, patience. But I think we can get some help in terms of something we said earlier. You will remember we looked at the kinds of job that the primary group could do that the bureaucracy could not. Let's take each of these points in turn:

(1) A simple job. Not whether it is important--as you will see, it is vitally important but it is simple: The single, biggest task that a non-professional can do in treatment of prisoners (or clients) IS TO LISTEN. This alone is not enough, but it is vital. You will have to show that you "mean it"--that you can be trusted to keep a confidence; that you will act if necessary and possible. Whether you give advice or not depends on the situation. Usually the girls don't want advice. They want someone to listen. And this alone can be the most important type of therapy that they can get. Techniques--nondirective. Quite often you can help the client answer her own questions--at least until she can get to a counsellor.

(2) An involved situation--The technical term here is an 'ideosyncratic' situation, but I tend to Ph.D. too much on things as it is, and so we'll settle for 'involved.' You will be seeing the girls over a longer span of time than anyone. You will be the one to whom she is most accessible, the one she can get to most quickly and most often. You will be the one who will be storing up information--more detailed information than anyone in this establishment. There will be things that you know about these girls that not even you know about--The way she pulls at her hair when she's worried. The cast to her eye when she's trying to lie. Who she pals around with more than is good for her--no matter how hard she tries to cover it up. It's not that your information is any better than that obtained by the professional worker--psychiatrist, counsellor, or whatever. His will probably be much better in certain areas. But you will have more of what you do have. You will probably be able to act more quickly and directly than anyone else--if you choose to do so. I'm not saying that you should do anything. That is a decision that you will have to make when the time comes. I am saying that you can have a wealth of information on which to act, probably MORE than anyone else here. (3) Where knowledge is incomplete--How do you reform someone? If we really knew, the world would be a lot different. Some of my professional colleagues might say they do know how, given time and a different situation. But how to do it here, in this institution, with the resources that you have at your disposal, here and now? Again, I have to bring this to the situation I know best: Conversion. Plaque on the wall of a seminary:

To Joshua Hamilton who worked fifteen years in a Moslem village and on the day he converted one of the people, the villagers killed them both.

How many have I converted? I only know of one--and she might not be now--but would she have been if I had not been there? A professional evangelist

friend of mine has converted three dozen crooks--convicts--at last count. How does he do it? He spends time, and in effect uses all of the techniques I have been talking about--in addition to a lot of prayer. How do you convert? How do you reform (they can be the same thing)? By the seat of your pants, by trial and error, by gosh--and by God. And who can know more about that than you? But let me remind you of something. You may or may not get the chance to influence a girl--let alone reform her. But you certainly will not get the chance unless you--listen. Summarizing:

1. Listen
2. Be available
3. Be observant

Summing it all up: be concerned. Let me now approach the problem another way--I've tried to tell you what to do now let's try talking about what not to do. I am taking these 'don'ts' from fifteen years teaching experience. You are not working with college students, of course. But these 'don'ts' are not made for college students. They are made for situations where one human being has to be a leader over other human beings. They have worked for me. You might try them on.

1. Don't betray a confidence unless NOT TO do so would hurt someone else.
2. Don't forget who you are working for--you are working in the hope that a girl can return to society.
3. Don't embarrass a girl.
4. Don't play favorites--play fair--what you do for one, be willing to do for all.
5. Don't promise unless you can deliver.
6. Don't stand on your rights--don't 'pull rank.'
7. Don't be used.
8. Don't punish in anger.
9. Don't be afraid to take a stand, if it comes to that.
10. And remember, you might have to break any or all of these, and if you do: don't be afraid to admit when you're wrong.

I realize that I am setting before you a large task. To accomplish this task you might well have to 'go it alone.' I realize that in fact I may be talking to very few of you in here. But it CAN be done--note Joe, and if Professor Litwak is right, it WILL be done. The question is, then, HOW will it be done? Will the primary groups that are formed (for they will be formed) be ones of corruption or concern? If it is to be one of concern, your job is to be there, to be accessible, to listen, to do what you can. And perhaps in many cases your job will only be to be remembered.

Mr. Paul Dunn  
Iowa Council of the National  
Council on Crime and Delinquency

Community-Correctional Relations

This, your 10th, and last, session is on Community-Correctional Relations. I suppose the questions I should answer for you are: What are Community Correctional Relations? and What do I or you, as a corrections professional do to them--with them--for them--by them or about them?

What are Community-Correctional Relations? To make a joke--and, incidentally briefly beg the question--they are bad, in sad shape--something to view with alarm. Riots in Iowa in 1963 and 1964 and in other states from month to month disturb the community. The community, like a sleeping dog, does not care to be disturbed. Striking guards in Ohio affect your community relations in Iowa. Striking firemen in Des Moines affect your community relations in Ft. Madison, Anamosa and Rockwell City. But, you say, "these are problems for our chiefs, and wardens or the top men in the Department of Social Services." This is only partly true.

They have jobs, circumscribed by a protocol, which require them to make statements regarding strikes and riots. They have to deal directly with the legislature for budget appropriations and they can go only so far in saying how good things are run and are going in their institutions--before they are not believed. They have a low credibility rating in the positive statement department. It comes with the job. They also have state-wide responsibilities which dull the cutting edge of their criticism and comments. When they begin talking in the 100's and thousands--as they must--people begin to listen less clearly, because they know these men are removed from "where the action is" by paper reports and statistical data. But the problems of the administrator and his community-corrections relations is not our concern here.

Today we want to look at your role, here in Ft. Madison, or Anamosa or Rockwell City. Your "Community" is not the whole state of Iowa. It is much smaller. And therefore, much more acutely tuned in to hear what you have to say. And say it all the time.

Jack London wrote in Martin Eden that the only conversation he cared to take part in was between men who were "talking shop," because they were the only ones who knew what they were talking about. I know you "talk shop". Certainly when two or more of you get together in one another's home, when friends of yours visit your home you talk shop to them--usually comparing disaster stories--the foulups, the shift changes, the administrative mistakes, and the negative aspects of your respective jobs. I know. I do too. You do this to a lesser extent at your church, fraternal societies, P.T.A. meetings and with your bowling and golf buddies. I do not overlook the large amount of talk between spouses. The attitudes of one are often the attitudes of the other.

In all of those instances you are taking part in community-correction relations. You are the corrections expert to most of the people you come in contact with. Your friends and associates don't check back with Maurice Harmon in Des Moines. They take what you say as the way that it is.

Well--what do you say? I think you've been saying a lot--not the right things. One indication is a recent Louis Harris poll done for the Joint Commission on Correctional Manpower and Training.\* It sought public attitudes toward correction careers and found that corrections ranks low among careers chosen by those young people who want to enter the helping professions. They felt--and this is what you have been saying--that the offenders in adult institutions couldn't be helped and couldn't be changed--less so with juveniles. Along with low pay, remote working conditions and several other factors we are all aware of, the full staffs needed are not easily found. I submit, those attitudes come from your conversations in your homes and in your communities--and in homes and communities like yours all across the land as much as they come from newspaper accounts of high recidivism rates and public statements by administrators and by prison riots and rebellion. Newspapers and TV still have not replaced the spoken word, the private endorsement, for impact and penetration.

I quote from a summary on Corrections as a Career

"For teenagers the problem with corrections as a career is not low pay or the need to be a special type of person but rather, and much more importantly, the feeling that the job is unrewarding, that they would be working with difficult cases under difficult conditions, and that they would be unable to provide any real help. It is not that the younger generation lacks social consciousness and concern but that they also have a need, not unnaturally, for success. Thus it becomes difficult to choose as a career an area in which they feel success is so remote."

This leads into the second question I set out to answer. What do you do with community-corrections relations?

I'm not going to say, as LBJ said, "Those nervous Nellies are poor mouthing our country." I haven't said that--don't want to imply that I have said it. Nor am I going to give you a "party line" to spiel off--not that you would if there was one.

I will suggest one guide and one reminder.

Reminder--take pride--Iowa's institutions are better--perhaps far better than the average. You have a right to be proud of them and your foremost community-corrections relations job is to show that pride to the public--that very personal public you come in contact with.

The guide I have to offer you is simple, (although I will use the balance of this time to expand upon it). That guide is the coin of the rebellious generation and many others--"Tell it like it is." You can still complain and grumble or laugh at administrative SNAFUS. All companies and institutions run by humans--and they are the best kind--have them. But, temper that comment with the facts and deeper understanding of the correctional system you have learned in your studies and work in the past ten sessions.

How do you "tell it like it is?" or how do you handle--improve--corrections community relations.

Let's look at one approach suggested and examine it to see why it won't--hasn't worked--and then taking the obverse side of that approach we can see what we do have to do.

\*The Public Looks at Crime and Corrections, report of a public opinion survey. February, 1968, 28 Pp. (Survey date November, 1967).

Shortly after Lyndon Johnson became President he appointed a man named Jack Valenti as his press secretary. Among Mr. Valenti's first official statements was the famous "I sleep a little better every night knowing that Lyndon Baines Johnson is our President." A few years prior this same Mr. Valenti, who was then a public relations man in Houston, addressed the annual conference of the Texas Probation and Parole Association on the subject of how corrections could enhance its public image.

Mr. Valenti said that in the business world public relations--sometimes called advertising--concerns itself with convincing the public that a particular producer's product is highly superior to similar products produced by other producers. It makes no difference, Mr. Valenti said, whether this is true or not. The public relations man's job is not to worry about the quality of the product he is working on; his job is to convince the public that it is better than its competitors. In effect, Valenti said that if the public thinks the product is good it will buy it, even if it is in fact shoddy.

Valenti went on to say that correctional personnel ought to view public relations from the same point of view as business advertisers; that we ought to concern ourselves more with the quality of our public relations than with the quality of our programs. According to Valenti, if the public thinks we are doing a good job we will be successful, and it doesn't make any difference if we are in fact doing a bad job.

If I were manufacturing a shoddy camera at a cost of \$1.98 and want to sell it at \$200.00 I think I'd hire Mr. Valenti immediately, but there is a significant difference between business and corrections. Businesses exist to produce profits for the stockholders; they exist principally for the good of the owners and managers, for the good of the people who run them, but this is not true of corrections.

Correctional systems do not exist for the good of the people who work in them; they do not exist so that you and I can have a job which pays us enough to live in genteel poverty. Correctional systems exist for the protection of the public and for the good of the offenders who are caught in the system. Our job is not to make a profit for ourselves or even to look good for the newsreels, but to create a system which is effective in helping offenders to become non-offenders.

The fact is, however, that we do follow Mr. Valenti's advise. In fact, I am not sure but that we in corrections invented the technique described by Mr. Valenti; I am not at all sure that business advertisers did not learn from us that it is more important to have the public think we do a good job than it is to in fact do a good job.

As an example, it is not unusual to find a Chief Probation Officer bragging about what a good probation department he has and proving this by rattling off the fact that he has on his staff 13 officers holding Master of Social Work degrees, 3 full time Ph.D. psychologists; and a full time psychiatrist. If you ask if his recidivism rates would be higher if he had only 13 Bachelor of Arts probation officers, or 13 high school graduate

probation officers, he says of course it would be, but he can give you no facts. He can say only that common sense tells you that the better trained your staff, the better your results, and he fails to remember that at one point common sense also told us that the sun revolved around the earth.

I have not said this in an effort to attack professional training, but merely to point out that in corrections we tend to build our public image around a package; we point to the programs and personnel we have as though they were the beginning and the end of the correctional system. By doing so we divest the public's attention from the offender and as a result no one really knows or even asks if the programs and personnel we have are likely to help the offender.

Probation officers aren't the only people in corrections who do this. Visit any maximum security institution that is considered to be a good one and you'll be taken on a tour which will include a few industrial workshops; some vocational training workshops; a library; chapel; gymnasium; an academic school, and an area where counsellors are entrenched behind desks. Almost as an afterthought, you'll also be shown the cell blocks in which offenders are locked every night. The average citizen, who views a prison as a veritable dungeon is tremendously impressed and it never occurs to him that all of this may be grossly ineffective in rehabilitation. And nobody bothers to tell him that 42% of the offenders admitted to Anamosa and Ft. Madison last year had served time before. If someone did tell him that, he might wonder whether the industries; the academic and vocational programs; the chapels and the gymnasium and all the other attributes of this maximum security prison were worth the investment.

If a private citizen did learn that all of these things are not really doing the job he would ask "how come?" and my guess is he would be told, "Well, here in prison we get the hard rock offender, the real heavies who can't make it on probation. As a result, we are quite likely to have a high recidivism rate." Most citizens would probably accept this as a reasonable and common sense reply, but a really sharp citizen might recognize that the answer begs the question. The job of the institution is to rehabilitate the offender, hard rock and soft rock alike. A particularly well informed citizen might be aware of the fact the among the alleged hard rocks admitted to Anamosa and Ft. Madison are people who write bad checks, and that they account for over 25% of admissions. He might also be aware of the fact that many auto thefts are really rinky-dink offenses, and that kicking in a cigarette machine and kicking in a safe are not really the same thing, except perhaps by legal definition.

One of the best public relations jobs I have seen done by a correctional person occurred about a year ago when a training school superintendent addressed a group of citizens in Ft. Dodge. He described his program in detail; mental health units staffed by competent psychiatrists, a fine academic program and a varied and versatile vocational program. Everyone was quite impressed. Then he added that in spite of this the training school was doing a rotten job. About half of the boys released were being returned, or were graduating on to adult institutions. The reason for this sorry record, he said, was that he had kids ranging in age from 13 to 18, and that they were sent to his institution for offenses ranging from truancy, to drinking beer, to rape and homicide. No institution he told the citizens, could hope

to develop a program which would be suitable for both truants and rapists, for both beer drinkers and killers, and every citizen in the room knew that the superintendent was going to ask for another institution, and everyone of them was wrong because he did not. He said instead that it was stupid to put beer drinkers and truants and runaways in a correctional institution. Such boys, he said, could be handled in their home communities if the communities would provide competent probation service, strong child welfare, and other kinds of services. Further, he said that if the communities did this some of the state's institutions for children could be closed and the training school could cut recidivism by concentrating on the seriously delinquent.

The citizens believed him, and they believed him because he was not concentrating on making his part of the system bigger or more impressive. He was concentrating on the offenders. He was suggesting methods which would more effectively help them to become non-offenders, even though implementation of those methods would reduce his own sphere of influence.

To be able to do this he had to be familiar with much more than his own institution. He had to be familiar with the total correctional system, and beyond that with the total system for criminal justice. This is unusual because most of us in corrections don't look beyond our baliwick, beyond our own institution or our own probation office. If our institutions are full, we ask for more food and more staff, but we rarely question--publically--whether all of the offenders who are in, really need to be in, and we arely suggest that some be removed, or be retained in the community.

When we do go beyond our own baliwick, we generally do so to complain about some other part of the system. The police are constantly complaining that they are ineffective because of the Supreme Court; and prosecutors complain that police investigate poorly; judges complain about prosecutors; probation officers claim that judges make bad dispositions; prison officials complain that probation officers don't do their jobs; parole boards complain that prisons don't prepare people for release; police complain that parole boards release too many offenders; and the Supreme Court complains that police are high-handed. In the meantime, police really do apprehend the same old offenders for the same old offenses, and the total system of criminal justice creaks along with none of its component parts, including corrections, doing a very good job.

If you know of specific cases where your corrections institution has done a good job--speak of it. If you see specific cases where a poor job or no effect is being done--speak of it. We can't improve without change, modification, experience and experiment. Don't keep your knowledge under a basket. If you see no purpose in dealing with check writers or common drunks in your institution, comment on it. If you want to follow a prisoner or client by letter, after release, ask for permission to do so. All the gears and wheels in this topsy built criminal justice system have to be turning and meshing to make it move and do the job society gave us, prevent and protect life and property.

You are the community-corrections relations experts. Tell it like it is--but tell it and tell all of it.

Thank you.

Mr. Glen Jeffes  
Bureau of Adult Corrections

#### Community Based Corrections

George Bernard Shaw once said, "The only prison I ever saw had an inscription on it bearing the words "Do Good and Avoid Evil." As the inscription was on the outside the prisoners could not read it.

While this statement was made many years ago it has realistic implications for many of today's correctional systems.

Institutions for many many years have tended to isolate offenders from society, both physically and psychologically, cutting them off from school, jobs, families, and other supportive influences which are normally found within the community. As a result the individual incarcerated becomes even more embedded with criminality along with the probability that the label criminal will be forever placed upon him. If the offender is to be successfully reintegrated into the society from which he came, it would appear that a greater degree of progress and potential for success could be achieved by working with the offenders in the community rather than by incarceration in an adult penal institution.

Community based corrections not only provide a vehicle for increasing the chances for success, but also over the long run, it is much more financially feasible. For example, as of June 30, 1968, the cost of the incarceration per year for an adult offender in the State of Iowa ranged from a high of \$5,351.91 at the Iowa Women's Reformatory to a low of \$2,777.65 at the Iowa State Penitentiary. The cost for incarceration at the Iowa Men's Reformatory for the same period ran \$3,666.59. As you can see, institutional costs are a very expensive way to operate a penal or correctional system. On the other hand, if you want to compare the same individual within a community based program, the costs would be approximately 1/10 of that amount. Annual costs to supervise an individual on parole or probation in the State of Iowa during the same period of time was approximately \$315.00. It is my feeling that we've only begun to tap the potential resources or alternatives to incarceration. I firmly believe within the next few years a whole new field will be open. National concern is now being shown along these lines with the passage of such bills as the "Law Enforcement Act" and the "Safe Streets and Crime Bill." At the same time I feel this presents important implications and problems for those of you who work directly in an institution. As more resources and alternatives are found, other than incarceration, the individual that you presently classify as the "good inmate" will be siphoned off by either probation, early parole or placement in another type of setting. We are no longer going to have the stabilizing influence of the "good inmate" within our institutions. You are going to end up with the type of inmate who is at the end of the road. He is going to be a more dangerous and a more difficult to manage individual. This presents a real challenge for the correctional worker and in particular the correctional officer. For the parole officer it indicates larger case-loads and a greater variety of programming for the offender. For both, the correctional and parole officer, it means he must be better trained, better qualified coupled with a high degree of understanding of human behavior. At the same time this is going to present a real challenge to the administration not

only at the institution, but the Bureau level as well. It means we must begin now, and I feel we have made tremendous strides in the last two years, in developing training programs that are meaningful, helpful and rewarding to those staff who participate.

Across the nation approximately two-thirds of the total corrections caseloads are presently under parole or probation and supervision to date. The central questions are no longer whether to handle the offender in the community but is one of how to do it safely and successfully. According to the Corrections Task Force of the President's Crime Commission, "while there clearly is a need to incarcerate those individuals who are dangerous until they are no longer a threat to the community, at the same time, for the large bulk of offenders, particularly youthful, first or minor offenders, institutional commitment, as many of you well know, can cause more problems than they ever hope to solve."

Presently in Iowa institutions we have approximately 700 full time employees supervising approximately 1,834 inmates. On the other hand, we have approximately 1,568 probationers and parolees being supervised by a staff of 35. If we believe that community based programs have a role to play in the correctional process, then it appears that the State of Iowa is going to have to make the effort to see that necessary legislation, personnel and funds are appropriated to implement adequate and positive community based programs.

Many of you have heard about Community Based Corrections, but what are we really talking about?

For a working definition, I would define Community Based Programs as those correctional programs both institutional and other which can most effectively treat, care for and rehabilitate the offender within a community or in close proximity. Some present day types of programs I would list as being community based oriented are: (1) Probation and Parole, (2) Work Release, (3) Conservation Camps, (4) Halfway Houses, (5) Regional Jail facilities, and (6) small institutions located as close as possible to areas from which it draws its inmates (could or could not be a regional jail).

Briefly let's talk about each:

(1) Probation and Parole

Many of you have heard the words probation and parole but do you really know what they mean? Probation is a form of disposition made by the court. The term comes from the Latin word "probare," meaning to test or approve. Under the requirements established by the court, an offender agrees to certain terms in return for his release. The control in the administration of probation rests with the juvenile or adult court. In actual practice, however, the administration is many times delegated to the Chief Probation Officer. Probation is itself a legal or judicial function, while parole is an administrative function. Individuals who commit a felony and are given a suspended sentence or deferred sentence rather than incarceration are placed on probation. Thus probation is an alternative to incarceration. Parole is release from a correctional institution prior to expiration of sentence, but under supervision of the correctional agency. Parole over the years has been more closely related to law enforcement than has probation.

This had probably come about partly because of the early practice of one or two parole officers traveling from an institution over a wide territory where it was necessary for them to rely on local law enforcement officers for most of the supervision that was extended to parolees. Law enforcement officers have quite frequently become parole officers, particularly in the adult field. I think if we were to run a survey we would find this statement quite true here in Iowa. Thus when an individual is released by an administrative authority prior to expiration of sentence on parole and returned to the community it thus falls in the category of community based programs. In Iowa, present statistics seem to indicate that two out of three inmates released on parole successfully complete parole. This is above the national average.

Various studies have sought to measure the success of community treatment programs. One summary analysis of fifteen different studies of probation outcome, indicates that from 60 to 90% of the probationers studied completed terms without revocation and incarceration. In another study taken in California 11,638 adult probationers were granted probation during 1956 and 1958, and were followed up after seven years. Of this group, almost 72% completed probation terms without revocation. Thus in terms of cost as well as success, we are much further ahead over the long haul with successful community based programs as opposed to incarceration in a penal institution.

(2) Work Release Centers

These are small living units, housing 10 to 20 inmates, either state owned or private on a contractual basis where inmates are sent upon approval for Work Release. They are located within a community setting, usually residential. The Work Releasee is gainfully employed within the community. During his non-working hours he must return to the unit where supervision is provided. In November of this year, the Bureau, in cooperation with both the Iowa State Penitentiary and Men's Reformatory did take over the operation of the Rufus Jones House in Des Moines as a work release center. This house is presently located in the Model Cities Area and provides placement for up to sixteen inmates who have been approved for Work Release. The house is operated jointly with the American Friends Service Committee (a Quaker organization) and the Bureau of Adult Corrections. We presently have four staff members who are responsible for over-seeing the operation of the house and including job placement and supervision. Administrative supervision is provided by the Release Center at Newton. Work releasees presently living in this house are charged \$35 a week for room and board. Work Release salaries are used to pay the costs of operating the house and support of the inmates and their families. In many cases, for the first time in his life, an inmate is getting some personal satisfaction in feeling that he is carrying his own load. In addition, we most recently opened a similar type center for work releasees from the Women's Reformatory at Rockwell City. This home is located just off the Des Moines Freeway in very close proximity to downtown

Des Moines. This unit will house five women who will be charged \$35 per month. Small individual apartments have been set up under a grant left for women in need. For your information, during the first year of operation of Work Release, they earned \$38,688.32. This money was used to pay room and board, transportation, purchase of clothing, as well as pay their share of Federal, State, and Social Security taxes. Programs of this type offer the inmate an opportunity to "pay his own way and at the same time to instill within himself some personal satisfaction that maybe for the first time in his life he is not only helping himself but contributing to the support of his family." It also conveys the feeling that while society cannot condone the act for which he was committed, they can still be accepting of him as an individual. Over the long haul it is one way that we can attempt to bridge the gap from institution to society and from a society which the inmate too many times feels that he is completely estranged. In recognizing the need for community based programs, the Bureau asked the Legislature for authorization and appropriation of funds to set up six work release centers throughout the state. These centers would be located in those cities and metropolitan areas that will have the greatest increase in population during the next ten years.

(3) Conservation Camps

These are camps located in forestry or conservation areas with minimum degree of custody and supervision. Inmates assigned to these camps are housed in the immediate area and provided valuable assistance in working on conservation projects. Iowa has such a camp which is presently a part of the Reformatory. This camp is located at Luster Heights in the Yellow River Forest on the bluffs overlooking the Mississippi River. Approximately 25 to 35 men live and work here constructing permanent camping facilities, doing reforestation and game area development.

(4) Halfway Houses

These are usually homes sponsored by private or state agencies for the housing of inmates recently released on parole or discharge of sentence. These homes are located within a residential setting within a community. It is a place where the individual can stay for a limited period of time while he secures employment and gets his feet back on the ground, so to speak. Usually counseling and employment services are provided. The costs per individual are usually based on the individual's ability to pay. Iowa presently has no homes of this type in operation. The Rufus Jones House which we are presently using as a Work Release Center was formerly a halfway house. However, due to lack of community support and support from private concerns, the American Friends Service Committee was unable to continue the project. However, most states in their large metropolitan areas have established halfway houses for parolees and discharges. The Federal Government has also undertaken establishment of five similar type houses throughout the United States.

(5) Regional Jails

There are presently 309 county jails and police lock-ups in the State of Iowa. Many of these house no more than two or three inmates at any one time. Consequently, this causes additional costs and burdens on the county and local governments. The trend across the United States and recommended in Iowa is to have several counties go together and build a regional jail and detention facility. These could be operated either by counties jointly or under the supervision of the State. These would be built close to the large population centers and provide for Work Release, diagnostic facilities and greater participation by the community in correctional programs. This would cut down duplication of service and over the long haul would cost the tax payers considerably less money than operating several jails where one could do the job.

(6) Small institutions (correctional) located as close as possible to areas from which it draws its population. (This could or could not be a regional jail). These small institutions would resemble as much as possible a normal residential setting. Rooms, for example, would have doors rather than bars. Inmates would eat at small tables and in an informal atmosphere. There would also be classrooms, recreational facilities, daylight rooms and perhaps a shop and library. In the main, however, education, vocational training and other activities would be carried on in the community or would draw into the institution community-based resources. This in essence is the model that is proposed by the President's Crime Commission. As many of you know, or do not know, this is the direction hopefully we will be heading with the new institution we will be building adjacent to the Men's Reformatory at Anamosa. Our original recommendation was that the institution be located close to Des Moines or the Des Moines area. However, because of the politics involved, the institution must be built adjacent to the present Men's Reformatory. However, hopefully this will be a model for corrections, not only in Iowa, but throughout the United States. It will house 180 men, falling in the medium to minimum classification category. It will have no walls, no fences and very limited security. Inmates will be housed in living units of no more than 24 inmates per unit. A team of both professionally trained case workers and correctional officers will be assigned to work in small group settings. Considerable effort will be made on the part of the staff to encourage community participation not only in program development, but implementation and treatment.

As you would expect, one of the strong recommendations coming from the President's Commission on Law Enforcement and Administration of Justice was that "correctional authority should develop more intensive community based programs providing special intensive treatment as an alternative to institutionalization of both juveniles and adult offenders. 96% of all adult offenders sentenced in the State of Iowa eventually return to the community. Incarceration enables the society to keep an individual apart

from the conditions of the community life and can subject him to a special environment that can artificially be controlled 24 hours a day. Under certain circumstances, this can afford opportunities for rehabilitative treatment that cannot be duplicated in the community. On the other hand, as the President's report indicates, an artificial environment works against self reliance and self control and often complicates and makes more difficult the re-integration of offenders into free society. Some correctional systems across the country and I am happy to say Iowa is not one of them, foster conspicuously the idle, corruption, brutality, and moral deterioration. There are many ways in which the advantages of institutionalization can be exploited and the disadvantages minimized. For many offenders, institutionalization can be an extremely valuable prelude to community treatment. For a few, those who must be incapacitated for society's protection, if not their own, we lost the only possible alternative. In Iowa, as well as across the nation, we need to give serious consideration to alternatives other than incarceration between a sixteen foot stone wall for those offenders who don't need it. From my experience in the institution, I would say that a very small percentage of the total inmate population falls in the "dangerous" category. The majority are very inadequate and dependent people who tended to rely on alcohol and drugs as a means to resolve their problem. As a result the person they most often harm or hurt is themselves.

To many of you, when we speak of corrections, we primarily think of institutions, however, corrections in itself carries with it the connotation of a much broader field and scope. In essence it is a part of society's system for the control and administration of justice, which of course, the primary goal is the protection of society. This of course is done through adequate crime and delinquency prevention and control. Within this system is encompassed not only penal institutions but other correctional agencies that are associated with law enforcement, prosecution and the courts. The movement of treatment into a community setting must be made carefully, not timidly, but in a manner calculated to inspire and maintain public confidence in the program. Even more important is the need to provide adequate programs to prevent not only delinquency but also early advent into crime. The public must understand we cannot expect much reduction in delinquency and crime without changing basic social conditions conducive to the problem. In a recent article "The Criminal and the Community" by Gus Taylor, Asst. President of the International Ladies Garment Workers Union, he makes the statement as follows: "Whatever it is the present system of corrections does, it appears it does little to correct. It may punish, it may remove, but it reforms only a minority, a minority that very well might have reformed itself without the system." One of the basic reasons that the correctional system fails is that the community itself has no clear consistent concept of comprehensive philosophy as to how the offender should be treated. The public attitude is a mixture of three levels of behavior; primitive, pragmatic, and progressive. The primitive rising as gut reaction calls for punishment; the pragmatic is self defense and calls for the removal of the offender; and the progressive calls for the reformation of the offender, the community or both. In practice, though not in theory, the primitive tends to dominate. There is still a feeling when an offender is incarcerated that he is not only rendered harmless momentarily, but his punishment will also teach him

how to behave. The end result in many cases is an increase in the rate of recidivism or even worse. For many, the system of corrections becomes a place of corruption, where the soft becomes tough, where the amateur becomes a professional, where the accidental becomes permanent."

An awareness of the need for community treatment centers, results from increased efforts on the part of correctional authorities to reverse the trend toward higher rates or recidivism. Research throughout the country has pointed out the two important findings; (1) that the rate of recidivism is highest during the first few months after an offender is released and (2) colanary that motivation for change if it exists is strongest in the offender at the moment of release.

If this is true, then at the moment of release we need to strengthen the determination to make good and to bridge the releasee's step back into the community life. Community based corrections can appropriately provide this vehicle. The whole rationale upon the community residential treatment movement is based upon the fact that gradual re-entry into the community and acceptance of responsibilities of community life, can only come about by actual residence in the community setting. Thus a center, or program and its residence thus becomes an integrated part of community life. While the community assumes responsibility to some degree for helping the individual to adjust to his new situation.

#### Questions for Discussion

1. You hear a lot today in corrections about community based corrections. What do you think they mean?
2. Could you give us some examples of programs which you consider as community based corrections?
3. From what you know about community based corrections, do you feel they have a future in corrections in Iowa? If yes, why? If no, why?
4. What services for offenders do you feel are available in the community that are not available in an institution?
5. If we develop a community based program, will this present additional problems for parole staff--institutional personnel? If so, what do you feel they might be?

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Community Resources

Mr. Stratton asked me to give these lectures because social workers are supposed to know something about community resources, and because I've had some correctional experience as a parole officer and supervisor of parole agents. I agreed to give the lectures, thinking that this would be a breeze; as Dick Martin says on "Laugh-In," "I used to know all that stuff!" But I found it wasn't easy to discuss community resources for corrections. The use of community resources is hampered for at least three reasons:

(1) Community attitudes. I quote from a recent column by Sydney Harris: "What society really wants is for unpleasant people to go away and not bother anybody. 'Unpleasant people' are the poor, the convicted, the mentally ill, the old and the troublesome young...Despite our massive programs, our appropriations, our public and private welfare agencies, the fact is that the average American doesn't give a damn about anyone outside the mainstream of our society--and everybody outside of the mainstream knows it." Now, this attitude isn't held only by the general public. Walter Reckless, a well-known criminologist, pointed out in his book, The Crime Problem, that, "One of the greatest handicaps the parolee faces is getting and retaining a job and in establishing and maintaining ordinary social and economic contacts. The public still stigmatizes parolees and treats them as social lepers.... it appears that the press and the police have a tendency to be hostile toward parolees. Law-enforcement agencies have traditionally held to the belief that the best place for a convicted offender is behind the bars. No less a national figure than J. Edgar Hoover, chief of the Federal Bureau of Investigation, has taken several opportunities to call attention to the shortcomings of parole, although it is hard to say whether he does not believe in parole at all or believes in a very tight release policy." With these attitudes held by police, press, and some of the best-known law-enforcement officials, it is easy to see why parole is not widely accepted as a good substitute for institutions.

(2) A second reason why community resources are difficult to use is because of the limitations of the Bureau of Corrections itself. In Iowa, as elsewhere, budget and staff limitations prevent the kind of local, community contact which would be helpful for the parolee. Beginning with limited staff and budget, the Bureau chooses priorities, and often these priorities reflect short-term realities rather than long-term policy. The department's response to legislative or public pressure often limits the amount of investment it can make in programs which promise a better dividend. Examples of such programs are specialized treatment facilities and more, better-trained parole staff; both of these programs were shorted in the latest biennial budget, while the institutions received as much, or more, than they requested. The responsibility for these priorities can lie only with the administration of the department.

(3) The third reason why community resources aren't used as fully as they could be are the parole agents themselves. Parole agents reflect the thinking and feelings of the community, and this is as it should be, to some extent. They are part of the community; but when the community is aroused about a particular parolee, or because of some recent spectacular crime is aroused against all parolees, the parole agent must be careful to represent the best thinking and feeling of the community. Often, because of his familiarity with the community, and because of his own convictions (which may be supported by significant people in the community), he does not bring all the resources of the community to bear on the problems of a particular parolee.

Now, having stated the negatives, let me state the other side of it as well. I'm biased, having been a parole agent--I have the utmost respect for the men and women who perform an often thankless job with dedication and commitment to protect society and to help the parolee. I also respect the custodial staff of the institutions, who are the people with the most intimate contact with the inmate. In nearly all institutions, especially the larger ones, these "line staff" are the ones who know the inmate best. The people who could perhaps be most effective in maintaining contact with the inmate while he is on parole are, in most systems, prohibited from any contact with him after release.

Now--let's talk for a little bit about what the work of the parole agent is, and what resources there are. I'll list them on the blackboard as you mention them.

Let's review what's been mentioned here, and I'll add some more as they occur to us. First, half-way houses: there are only two that I know of in the state, one for adults, run jointly by the Friends Service Committee and the Bureau of Corrections, and the other for juveniles run by the juvenile services division.

It's obvious that many more of these could be used, but it's difficult enough to get the public and law-enforcement to accept the ones we already have. It will take long and patient work with the public to sell the idea of community-based residential facilities for parolees.

Next, a resource not often used is the news media: newspapers and radio and TV. Take the time to inform them; if a news story has been slanted against an inmate, or inaccurate, tell the reporter, and explain that this was unfair; ask them to be careful to stick to the facts when interpreting a parole violation. There is no need to hide from them; in an atmosphere of trust, reporters will more readily convey respect for you and present your side of it more accurately if you are open with them. Corrections in Iowa has usually had a batting average of about .250, seldom better than that, and often worse.

A resource which may not seem to be a resource, especially this year, is the legislature. Most legislators are farmers, bankers, businessmen. They have little contact with crime or criminals, except as victims or acquaintances of victims. They know little or nothing about your work or the realities of corrections. They often have stereotyped ideas of what you do, how you do it, and who you work with. Take time to visit with them, explain the problems honestly and openly, and to ask their help in getting better laws, more staff, and a better deal for inmates.

Law enforcement personnel are similar to legislators in some regards. Their contact with the inmate was when he was arrested, a time when friendly relationships are not likely to develop on either side of the badge. They usually don't see the man again until he's arrested for parole violation; and they can only wonder what's happened between then and now. Often they want the man out of the community, with the least fuss, and they'd prefer that he not come back. But the inmate will be back. Over 95% return to the streets. If the lawman knows and trusts you, or at least knows the effort you're making, he may find it easier to trust the parolee and to see his problem.

Another community resource available to you is professional people. Line up a lawyer, doctor, minister, banker, who is willing to serve as a consultant to you and your parolee when needed, maybe at a lower fee, or perhaps free (as long as we're dreaming, here) if necessary. There are such people. Ask the mental health centers to help you; they have a responsibility to everybody in the community, too. Health centers, visiting nurses, county hospitals, public health--all these government agencies have a responsibility to offer their service.

Let's talk now about social agencies as community resources. The first social agency that I want to mention is one that few of you would call a social agency: the tavern. Yet it is social club, confessional, amusement, and recreation center all rolled into one, for some men. They have nowhere else to go. They had trouble making social contacts before they came into the institution, and having spent time in prison, they have even less contact than before. I am not suggesting that every inmate be encouraged to go to the tavern; I am merely saying that if an inmate does go, he may be meeting his social needs, and not only the need for a few drops of alcohol. I'm pleased to hear that there has been some more realistic adjustment of parole regulations, to allow at least some parolees to control their own behavior.

The schools are another resource; this includes adult education, the vocational-technical schools, and extension or regular courses of the universities.

Public welfare is a program available to parolees; their families can continue to receive payments for a limited time after release, until the parolee is back on his feet financially. Counseling for family problems is available here, also.

Family Service Agencies, and various church agencies such as Lutheran Social Service and Catholic Charities are available and in most instances willing to assist however they can, in counseling or referral to the proper resource.

Vocational Rehabilitation is available to inmates; some parolees have been trained for skilled jobs by VR. Legal Aid Societies are at the disposal of the needy in the community, although their staff is usually quite limited. The Employment Service is also available.

Alcoholics Anonymous contact can be maintained while the parolee is out, of course, and can serve as an emotional, social support when the man is under stress, not just when he has a drink in his hand. The state Detoxification Centers are designed to "dry out" the man; and the state Mental Health Institutes have alcoholic units available for treatment.

Another variety of resources available and seldom used is the service club. Kiwanis, Rotary, Lions, Elks, etc., are willing to help families, children, or probably even parolees in a pinch, when help can't be secured elsewhere.

Labor unions have been slow to admit and help parolees, but some have begun to open up, and to see this as their responsibility. If you're having trouble getting work for a particular man, try the union.

There are special organizations, for minority groups, which may be able to help certain inmates: e.g., the NAACP, or the Urban League or the Neighborhood Settlement House.

Another kind of community resource is the family itself. Perhaps relatives and friends know of jobs or resources which could help the parolee. Certainly they have to be approached with some caution, but on occasion they may have ideas that no one else has any reason to think of, plus the fact that the respect you give by asking them may encourage them to be another support for the parolee.

There are two more resources I'd like to mention. The first is the parolee himself. He may be the person who knows most about what he can do, and where he can find help. By trusting him and expecting him to make decisions for himself, you may find the best ally you have. Along with this parolee, what about other parolees? What about a Convicts' Anonymous, like AA? If Synanon can do it for drug addicts, why not convicts? Why not a regular meeting of parolees to discuss problems? I'm told that Waterloo is now starting one such discussion group of parolees on a regular basis. I say, Hallelujah!! We're finally moving! What about regular conferences of parolee's families to air problems; maybe you can get one of the social agencies to set up group services for inmates and families.

Finally, the best resource in the community is the parole officer himself. He is part of the community, and knows the man. He can mediate between the man and the community in a way that no one else can. He speaks both languages, and can literally feel the tensions in both the parolee and the community.

My closing comment to you would be this: you are the best resource to the men and women you serve on society's behalf. Become familiar with the other resources and use them, so that you can be the best possible resource for the parolees you serve.

TABLE I  
INTENSIVE TRAINING PROGRAM EVALUATION BY TOTAL  
TRAINING GROUP AND BY PLACE OF CORRECTIONAL EMPLOYMENT

	TOTAL TRAINING GROUP		FORT MADISON EMPLOYEES		ANAMOSA EMPLOYEES		ROCKWELL CITY EMPLOYEES		PAROLE AGENTS	
1. How interesting did you find the training sessions:										
Very interesting	37.7	(29)	26.0	(7)	33.4	(9)	90.9	(10)	25.0	(3)
Moderately interesting	37.7	(29)	37.0	(10)	40.8	(11)	9.1	(1)	58.3	(7)
Somewhat interesting	14.3	(11)	18.6	(5)	18.6	(5)	0.0	(0)	8.3	(1)
Not very interesting	7.8	(6)	11.2	(3)	7.4	(2)	0.0	(0)	8.3	(1)
Not interesting at all	2.6	(2)	7.4	(2)	0.0	(0)	0.0	(0)	0.0	(0)
	<u>100.1</u>	<u>(77)</u>	<u>100.2</u>	<u>(27)</u>	<u>100.2</u>	<u>(27)</u>	<u>100.0</u>	<u>(11)</u>	<u>99.9</u>	<u>(12)</u>
2. How useful do you think the training was to you:										
Very useful	29.9	(23)	26.0	(7)	29.6	(8)	54.5	(6)	16.7	(2)
Moderately useful	36.4	(28)	22.2	(6)	37.0	(10)	36.4	(4)	66.7	(8)
Somewhat useful	20.8	(16)	29.6	(8)	22.2	(6)	9.1	(1)	8.3	(1)
Not very useful	11.7	(9)	18.6	(5)	11.2	(3)	0.0	(0)	8.3	(1)
Not useful at all	1.3	(1)	3.8	(1)	0.0	(0)	0.0	(0)	0.0	(0)
	<u>100.1</u>	<u>(77)</u>	<u>100.2</u>	<u>(27)</u>	<u>100.0</u>	<u>(27)</u>	<u>100.0</u>	<u>(11)</u>	<u>100.0</u>	<u>(12)</u>
3. How well organized did you find the programs to be:										
Very well organized	41.6	(32)	18.6	(5)	40.8	(11)	100.0	(11)	41.7	(5)
Moderately well organized	35.1	(27)	40.8	(11)	40.8	(11)	0.0	(0)	41.7	(5)
Somewhat well organized	15.6	(12)	26.0	(7)	11.2	(3)	0.0	(0)	16.7	(2)
Not very well organized	6.5	(5)	11.2	(3)	7.4	(2)	0.0	(0)	0.0	(0)
Not well organized at all	1.3	(1)	3.8	(1)	0.0	(0)	0.0	(0)	0.0	(0)
	<u>100.1</u>	<u>(77)</u>	<u>100.4</u>	<u>(27)</u>	<u>100.2</u>	<u>(27)</u>	<u>100.0</u>	<u>(11)</u>	<u>100.1</u>	<u>(12)</u>

TABLE I (continued)

	TOTAL TRAINING GROUP	FORT MADISON EMPLOYEES	ANAMOSA EMPLOYEES	ROCKWELL CITY EMPLOYEES	PAROLE AGENTS
4. How willing would you be to participate in this kind of training in the future:					
Very willing	40.3 (31)	22.2 (6)	37.0 (10)	72.7 (8)	58.3 (7)
Moderately willing	32.5 (25)	29.6 (8)	48.2 (13)	27.3 (3)	8.3 (1)
Somewhat willing	14.3 (11)	22.2 (6)	7.4 (2)	0.0 (0)	25.0 (3)
Not very willing	6.5 (5)	7.4 (2)	7.4 (2)	0.0 (0)	8.3 (1)
Not willing at all	6.5 (5)	18.6 (5)	0.0 (0)	0.0 (0)	0.0 (0)
	100.1 (77)	100.0 (27)	100.0 (27)	100.0 (11)	99.9 (12)
5. Do you feel that you understand the correctional process any better now than you did before the program:					
Understand very much better	32.5 (25)	22.2 (6)	37.0 (10)	63.6 (7)	16.7 (2)
Understand moderately better	36.4 (28)	33.4 (9)	37.0 (10)	27.3 (3)	50.0 (6)
Understand somewhat better	20.8 (16)	22.2 (6)	18.6 (5)	9.1 (1)	33.3 (4)
Understand only a little bit better	6.5 (5)	11.2 (3)	7.4 (2)	0.0 (0)	0.0 (0)
Understand no better at all	3.9 (3)	11.2 (3)	0.0 (0)	0.0 (0)	0.0 (0)
	100.1 (77)	100.2 (27)	100.0 (27)	100.0 (11)	100.0 (12)
6. Do you feel that you know any more about the organizational problems of a prison than you did before participating in the program:					
Know very much more	40.3 (31)	29.6 (8)	40.8 (11)	54.5 (6)	50.0 (6)
Know moderately more	29.9 (23)	26.0 (7)	33.4 (9)	36.4 (4)	25.0 (3)
Know somewhat more	19.5 (15)	26.0 (7)	14.8 (4)	9.1 (1)	25.0 (3)
Know a little bit more	7.8 (6)	11.2 (3)	11.2 (3)	0.0 (0)	0.0 (0)
Know nothing at all more	2.6 (2)	7.4 (2)	0.0 (0)	0.0 (0)	0.0 (0)
	100.1 (77)	100.2 (27)	100.2 (27)	100.0 (11)	100.0 (12)

TABLE I (continued)

	TOTAL TRAINING GROUP		FORT MADISON EMPLOYEES		ANAMOSA EMPLOYEES		ROCKWELL CITY EMPLOYEES		AVERAGE SCORES	
7. Do you feel that you know any more about the causes of criminal behavior than you did before participating in the program:										
Know very much more	19.5	(15)	3.8	(1)	26.0	(7)	45.5	(5)	16.7	(2)
Know moderately more	23.4	(18)	18.6	(5)	22.2	(6)	36.4	(4)	25.0	(3)
Know somewhat more	33.8	(26)	44.4	(12)	33.4	(9)	18.2	(2)	25.0	(3)
Know a little more	16.9	(13)	26.0	(7)	11.2	(3)	0.0	(0)	25.0	(3)
Know nothing at all more	6.5	(5)	7.4	(2)	7.4	(2)	0.0	(0)	8.3	(1)
	<u>100.1</u>	<u>(77)</u>	<u>100.2</u>	<u>(27)</u>	<u>100.2</u>	<u>(27)</u>	<u>100.1</u>	<u>(11)</u>	<u>100.0</u>	<u>(12)</u>
8. Do you feel that you have a better understanding of the laws governing correctional processes than you did before participating in the program:										
Understand very much better	29.9	(23)	14.8	(4)	40.8	(11)	54.5	(6)	16.7	(2)
Understand moderately better	31.2	(24)	37.0	(10)	22.2	(6)	36.4	(4)	33.3	(4)
Understand somewhat better	23.4	(18)	26.0	(7)	26.0	(7)	9.1	(1)	25.0	(3)
Understand a little better	11.7	(9)	18.6	(5)	7.4	(2)	0.0	(0)	16.7	(2)
Understand no better at all	3.9	(3)	3.8	(1)	3.8	(1)	0.0	(0)	8.3	(1)
	<u>100.1</u>	<u>(77)</u>	<u>100.2</u>	<u>(27)</u>	<u>100.2</u>	<u>(27)</u>	<u>100.0</u>	<u>(11)</u>	<u>100.0</u>	<u>(12)</u>
9. Do you feel that you have learned much about the problems and attitudes of people in positions other than your own as a result of participating in the training program:										
Learned very much more	44.2	(34)	29.6	(8)	44.4	(12)	81.8	(9)	41.7	(5)
Learned moderately more	29.9	(23)	33.4	(9)	26.0	(7)	18.2	(2)	41.7	(5)
Learned somewhat more	13.0	(10)	14.8	(4)	18.6	(5)	0.0	(0)	8.3	(1)
Learned a little more	9.1	(7)	14.8	(4)	7.4	(2)	0.0	(0)	8.3	(1)
Learned nothing at all	0.0	(0)	0.0	(0)	0.0	(0)	0.0	(0)	0.0	(0)
No response	3.9	(3)	7.4	(2)	3.8	(1)	0.0	(0)	0.0	(0)
	<u>100.1</u>	<u>(77)</u>	<u>100.0</u>	<u>(27)</u>	<u>100.2</u>	<u>(27)</u>	<u>100.0</u>	<u>(11)</u>	<u>100.0</u>	<u>(12)</u>

TABLE I (continued)

	TOTAL TRAINING GROUP	FORT MADISON EMPLOYEES	ANAMOSA EMPLOYEES	ROCKWELL CITY EMPLOYEES	PAROLE AGENTS
10. Did you get to know correctional people in positions other than your own as a result of participation in this program:					
Got to know many other people	33.8 (26)	14.8 (4)	33.4 (9)	72.7 (8)	41.6 (5)
Got to know some other people	32.5 (25)	44.4 (12)	33.4 (9)	18.2 (2)	16.7 (2)
Got to know a few other people	28.6 (22)	33.4 (9)	29.6 (8)	0.0 (0)	41.6 (5)
Got to know no other people	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)
No response	5.2 (4)	7.4 (2)	3.8 (1)	9.1 (1)	0.0 (0)
	100.1 (77)	100.0 (27)	100.2 (27)	100.1 (11)	99.9 (12)
11. Do you feel that you understand the philosophy and policies of the Bureau of Adult Corrections better as a result of participating in the program:					
Understand very much better	24.7 (19)	18.6 (5)	22.2 (6)	54.5 (6)	16.7 (2)
Understand moderately better	36.4 (28)	33.4 (9)	33.4 (9)	36.4 (4)	50.0 (6)
Understand somewhat better	16.9 (13)	14.8 (4)	22.2 (6)	0.0 (0)	25.0 (3)
Understand a little better	16.9 (13)	26.0 (7)	18.6 (5)	9.1 (1)	0.0 (0)
Understand no better at all	1.3 (1)	0.0 (0)	0.0 (0)	0.0 (0)	8.3 (1)
No response	3.9 (3)	7.4 (2)	3.8 (1)	0.0 (0)	0.0 (0)
	100.1 (77)	100.2 (27)	100.2 (27)	100.0 (11)	100.0 (12)
12. Do you feel any differently toward your job now than you did before you participated in the training sessions:					
Yes	49.4 (38)	44.4 (12)	51.8 (14)	63.6 (7)	41.7 (5)
No	45.5 (35)	48.2 (13)	40.8 (11)	36.4 (4)	58.3 (7)
No response	5.2 (4)	7.4 (2)	7.4 (2)	0.0 (0)	0.0 (0)
	100.1 (77)	100.0 (27)	100.0 (27)	100.0 (11)	100.0 (12)

TABLE I (continued)

	TOTAL TRAINING GROUP	FORT MADISON EMPLOYEES	ANAMOSA EMPLOYEES	ROCKWELL CITY EMPLOYEES	PAROLE AGENTS
13. Do you feel any differently toward training now that you have completed the training program than you did before the training program began:					
Yes	37.7 (29)	22.2 (6)	37.0 (10)	72.7 (8)	41.7 (5)
No	57.1 (44)	70.4 (19)	55.6 (15)	27.3 (3)	58.3 (7)
No response	5.2 (4)	7.4 (2)	7.4 (2)	0.0 (0)	0.0 (0)
	100.0 (77)	100.0 (27)	100.0 (27)	100.0 (11)	100.0 (12)
14. Did any experience you had as a result of the training sessions influence you to think about the way you do your job:					
Yes	39.0 (30)	33.4 (9)	33.4 (9)	72.7 (8)	33.3 (4)
No	55.8 (43)	63.0 (17)	63.0 (17)	18.2 (2)	58.3 (7)
No response	5.2 (4)	3.8 (1)	3.8 (1)	9.1 (1)	8.3 (1)
	100.0 (77)	100.2 (27)	100.2 (27)	100.0 (11)	99.9 (12)
15. Have you been able to put anything that you learned in the training program to use in your job:					
Yes	42.9 (33)	22.2 (6)	48.2 (13)	81.8 (9)	41.7 (5)
No	46.8 (36)	70.4 (19)	37.0 (10)	9.1 (1)	50.0 (6)
No response	10.4 (8)	7.4 (2)	14.8 (4)	9.1 (1)	8.3 (1)
	100.1 (77)	100.0 (27)	100.0 (27)	100.0 (11)	100.0 (12)

TABLE I (continued)

	TOTAL TRAINING GROUP	FORT MADISON EMPLOYEES	ANAMOSA EMPLOYEES	ROCKWELL CITY EMPLOYEES	PAROLE AGENTS
16. Do you feel that this kind of program ought to be required of all correctional employees: (check all that apply) Percent checking:					
Should be required of all employees	54.5 (42)	37.0 (10)	66.6 (18)	63.6 (7)	58.3 (7)
Should be required of all non-supervisory personnel	9.1 (7)	7.4 (2)	3.8 (1)	9.1 (1)	25.0 (3)
Should be required of all supervisory personnel	16.9 (13)	7.4 (2)	18.6 (5)	27.3 (3)	25.0 (3)
Should be available only on a voluntary basis	19.5 (15)	26.0 (7)	7.4 (2)	27.3 (3)	25.0 (3)
Should be dropped altogether	5.2 (4)	11.2 (3)	3.8 (1)	0.0 (0)	0.0 (0)
Should be required of all new personnel	27.3 (21)	26.0 (7)	33.4 (9)	18.2 (2)	25.0 (3)

TABLE II  
 INTENSIVE TRAINING PROGRAM EVALUATION  
 BY INSTITUTION AND BY INSTITUTIONAL JOB CATEGORY

	COMBINED MEN'S INSTITUTIONS		FORT MADISON		ANAMOSA		ROCKWELL CITY	
	Correctional Officers	Other	Correctional Officers	Other	Correctional Officers	Other	Correctional Officers	Other
1. How interesting did you find the training sessions:								
Very interesting	34.4 (11)	22.7 (5)	23.8 (5)	33.3 (2)	54.5 (6)	18.8 (3)	83.3 (5)	100.0 (5)
Moderately interesting	34.4 (11)	45.5 (10)	33.3 (7)	50.0 (3)	36.4 (4)	43.8 (7)	16.7 (1)	0.0 (0)
Somewhat interesting	15.6 (5)	22.7 (5)	23.8 (5)	0.0 (0)	0.0 (0)	31.3 (5)	0.0 (0)	0.0 (0)
Not very interesting	9.4 (3)	9.1 (2)	9.5 (2)	16.7 (1)	9.1 (1)	6.3 (1)	0.0 (0)	0.0 (0)
Not interesting at all	6.2 (2)	0.0 (0)	9.5 (2)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)
	100.0 (32)	100.0 (22)	99.9 (21)	100.0 (6)	100.0 (11)	100.2 (16)	100.0 (6)	100.0 (5)
2. How useful do you think the training was to you:								
Very useful	25.0 (8)	31.8 (7)	23.8 (5)	33.3 (2)	27.3 (3)	31.3 (5)	50.0 (3)	60.0 (3)
Moderately useful	31.3 (10)	27.3 (6)	23.8 (5)	16.7 (1)	45.5 (5)	31.3 (5)	33.3 (2)	40.0 (2)
Somewhat useful	28.1 (9)	22.7 (5)	33.3 (7)	16.7 (1)	18.2 (2)	25.0 (4)	16.7 (1)	0.0 (0)
Not very useful	12.5 (4)	18.2 (4)	14.3 (3)	33.3 (2)	9.1 (1)	12.5 (2)	0.0 (0)	0.0 (0)
Not useful at all	3.1 (1)	0.0 (0)	4.8 (1)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)
	100.0 (32)	100.0 (22)	100.0 (21)	100.0 (6)	100.1 (11)	100.1 (16)	100.0 (6)	100.0 (5)
3. How well organized did you find the programs to be:								
Very well organized	18.8 (6)	45.5 (10)	9.5 (2)	50.0 (3)	36.4 (4)	43.8 (7)	100.0 (6)	100.0 (5)
Moderately well organized	43.8 (14)	36.4 (8)	42.9 (9)	33.3 (2)	45.5 (5)	37.5 (6)	0.0 (0)	0.0 (0)
Somewhat well organized	25.0 (8)	9.1 (2)	28.6 (6)	16.7 (1)	18.2 (2)	6.3 (1)	0.0 (0)	0.0 (0)
Not very well organized	9.4 (3)	9.1 (2)	14.3 (3)	0.0 (0)	0.0 (0)	12.5 (2)	0.0 (0)	0.0 (0)
Not well organized at all	3.1 (1)	0.0 (0)	4.8 (1)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)
	100.1 (32)	100.1 (22)	100.1 (21)	100.0 (6)	100.1 (11)	100.1 (16)	100.0 (6)	100.0 (5)

TABLE II (continued)

	COMBINED MEN'S INSTITUTIONS		FORT MADISON		ANAMOSA		ROCKWELL CITY	
	Correctional Officers	Other	Correctional Officers	Other	Correctional Officers	Other	Correctional Officers	Other
4. How willing would you be to participate in this kind of training in the future:								
Very willing	28.1 (9)	31.8 (7)	19.0 (4)	33.3 (2)	45.5 (5)	31.3 (5)	83.3 (5)	60.0 (3)
Moderately willing	37.5 (12)	40.9 (9)	33.3 (7)	16.7 (1)	45.5 (5)	50.0 (8)	16.7 (1)	40.0 (2)
Somewhat willing	15.6 (5)	13.6 (3)	23.8 (5)	16.7 (1)	0.0 (0)	12.5 (2)	0.0 (0)	0.0 (0)
Not very willing	6.2 (2)	9.1 (2)	4.8 (1)	16.7 (1)	9.1 (1)	6.3 (1)	0.0 (0)	0.0 (0)
Not willing at all	12.5 (4)	4.5 (1)	19.0 (4)	16.7 (1)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)
	99.9 (32)	99.9 (22)	99.9 (21)	100.1 (6)	100.1 (11)	100.1 (16)	100.0 (6)	100.0 (5)
5. Do you feel that you understand the correctional process any better now than you did before the program:								
Understand very much better	28.1 (9)	31.8 (7)	19.0 (4)	33.3 (2)	45.5 (5)	31.3 (5)	66.7 (4)	60.0 (3)
Understand moderately better	34.4 (11)	36.4 (8)	33.3 (7)	33.3 (2)	36.4 (4)	37.5 (6)	16.7 (1)	40.0 (2)
Understand somewhat better	15.6 (5)	27.3 (6)	19.0 (4)	33.3 (2)	9.1 (1)	25.0 (4)	16.7 (1)	0.0 (0)
Understand only a little bit better	12.5 (4)	4.5 (1)	14.3 (3)	0.0 (0)	9.1 (1)	6.3 (1)	0.0 (0)	0.0 (0)
Understand no better at all	9.4 (3)	0.0 (0)	14.3 (3)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)
	100.0 (32)	100.0 (22)	99.9 (21)	99.9 (6)	100.1 (11)	100.1 (16)	100.1 (6)	100.0 (5)
6. Do you feel that you know any more about the organizational problems of a prison than you did before participating in the program:								
Know very much more	31.3 (10)	40.9 (9)	23.8 (5)	50.0 (3)	45.5 (5)	37.5 (6)	50.0 (3)	60.0 (3)
Know moderately more	28.1 (9)	31.8 (7)	28.6 (6)	16.7 (1)	27.3 (3)	37.5 (6)	50.0 (3)	20.0 (1)
Know somewhat more	21.9 (7)	18.2 (4)	23.8 (5)	33.3 (2)	18.2 (2)	12.5 (2)	0.0 (0)	20.0 (1)
Know a little bit more	12.5 (4)	9.1 (2)	14.3 (3)	0.0 (0)	9.1 (1)	12.5 (2)	0.0 (0)	0.0 (0)
Know nothing at all more	6.2 (2)	0.0 (0)	9.5 (2)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)
	100.0 (32)	100.0 (22)	100.0 (21)	100.0 (6)	100.1 (11)	100.0 (16)	100.0 (6)	100.0 (5)

TABLE II (continued)

	COMBINED MEN'S INSTITUTIONS		FORT MADISON		ANAMOSA		ROCKWELL CITY	
	Correctional Officers	Other	Correctional Officers	Other	Correctional Officers	Other	Correctional Officers	Other
7. Do you feel that you know any more about the causes of criminal behavior than you did before participating in the program:								
Know very much more	12.5 (4)	18.2 (4)	0.0 (0)	16.7 (1)	36.4 (4)	18.8 (3)	33.3 (2)	60.0 (3)
Know moderately more	15.6 (5)	27.3 (6)	14.3 (3)	33.3 (2)	18.2 (2)	25.0 (4)	50.0 (3)	20.0 (1)
Know somewhat more	40.6 (13)	36.4 (8)	47.6 (10)	33.3 (2)	27.3 (3)	37.5 (6)	16.7 (1)	20.0 (1)
Know a little bit more	25.0 (8)	9.1 (2)	28.6 (6)	16.7 (1)	18.2 (2)	6.3 (1)	0.0 (0)	0.0 (0)
Know nothing at all more	6.2 (2)	9.1 (2)	9.5 (2)	0.0 (0)	0.0 (0)	12.5 (2)	0.0 (0)	0.0 (0)
	99.9 (32)	100.1 (22)	100.0 (21)	100.0 (6)	100.1 (11)	100.1 (16)	100.0 (6)	100.0 (5)
8. Do you feel that you have a better understanding of the laws governing correctional processes than you did before participating in the program:								
Understand very much better	25.0 (8)	31.8 (7)	9.5 (2)	33.3 (2)	54.5 (6)	31.3 (5)	50.0 (3)	60.0 (3)
Understand moderately better	34.4 (11)	22.7 (5)	38.1 (8)	33.3 (2)	27.3 (3)	18.8 (3)	33.3 (2)	40.0 (2)
Understand somewhat better	21.9 (7)	31.8 (7)	28.6 (6)	16.7 (1)	9.1 (1)	37.5 (6)	16.7 (1)	0.0 (0)
Understand a little better	15.6 (5)	9.1 (2)	19.0 (4)	16.7 (1)	9.1 (1)	6.3 (1)	0.0 (0)	0.0 (0)
Understand no better at all	3.1 (1)	4.5 (1)	4.8 (1)	0.0 (0)	0.0 (0)	6.3 (1)	0.0 (0)	0.0 (0)
	100.0 (32)	99.9 (22)	100.0 (21)	100.0 (6)	100.0 (11)	100.2 (16)	100.0 (6)	100.0 (5)
9. Do you feel that you have learned much about the problems and attitudes of people in positions other than your own as a result of participating in the training program:								
Learned very much more	34.4 (11)	40.9 (9)	23.8 (5)	50.0 (3)	54.5 (6)	37.5 (6)	83.3 (5)	80.0 (4)
Learned moderately more	28.1 (9)	31.8 (7)	33.3 (7)	33.3 (2)	18.2 (2)	31.3 (5)	16.7 (1)	20.0 (1)
Learned somewhat more	12.5 (4)	22.7 (5)	14.3 (3)	16.7 (1)	9.1 (1)	25.0 (4)	0.0 (0)	0.0 (0)
Learned a little more	15.6 (5)	4.5 (1)	19.0 (4)	0.0 (0)	9.1 (1)	6.3 (1)	0.0 (0)	0.0 (0)
Learned nothing at all	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)
No response	9.4 (3)	0.0 (0)	9.5 (2)	0.0 (0)	9.1 (1)	0.0 (0)	0.0 (0)	0.0 (0)
	100.0 (32)	99.9 (22)	99.9 (21)	100.0 (6)	100.0 (11)	100.1 (16)	100.0 (6)	100.0 (5)

TABLE II (continued)

	COMBINED MEN'S INSTITUTIONS		FORT MADISON		ANAMOSA		ROCKWELL CITY	
	Correctional Officers	Other	Correctional Officers	Other	Correctional Officers	Other	Correctional Officers	Other
10. Did you get to know correctional people in positions other than your own as a result of participation in this program:								
Got to know many other people	21.9 (7)	27.3 (6)	9.5 (2)	33.3 (2)	45.5 (5)	25.0 (4)	83.3 (5)	60.0 (3)
Got to know some other people	34.4 (11)	45.5 (10)	47.6 (10)	33.3 (2)	9.1 (1)	50.0 (8)	16.7 (1)	20.0 (1)
Got to know a few other people	34.4 (11)	27.3 (6)	33.3 (7)	33.3 (2)	36.4 (4)	25.0 (4)	0.0 (0)	0.0 (0)
Got to know no other people	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)
No response	9.4 (3)	0.0 (0)	9.5 (2)	0.0 (0)	9.1 (1)	0.0 (0)	0.0 (0)	20.0 (1)
	100.1 (32)	100.1 (22)	99.9 (21)	99.9 (6)	100.1 (11)	100.0 (16)	100.0 (6)	100.0 (5)
11. Do you feel that you understand the philosophy and policies of the Bureau of Adult Corrections better as a result of participating in the program:								
Understand very much better	21.9 (7)	18.2 (4)	14.3 (3)	33.3 (2)	36.4 (4)	12.5 (2)	50.0 (3)	60.0 (3)
Understand moderately better	31.3 (10)	36.4 (8)	33.3 (7)	33.3 (2)	27.3 (3)	37.5 (6)	50.0 (3)	20.0 (1)
Understand somewhat better	15.6 (5)	22.7 (5)	14.3 (3)	16.7 (1)	18.2 (2)	25.0 (4)	0.0 (0)	0.0 (0)
Understand a little better	21.9 (7)	22.7 (5)	28.6 (6)	16.7 (1)	9.1 (1)	25.0 (4)	0.0 (0)	20.0 (1)
Understand no better at all	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)
No response	9.4 (3)	0.0 (0)	9.5 (2)	0.0 (0)	9.1 (1)	0.0 (0)	0.0 (0)	0.0 (0)
	100.1 (32)	100.0 (22)	100.0 (21)	100.0 (6)	100.1 (11)	100.0 (16)	100.0 (6)	100.0 (5)
12. Do you feel any differently toward your job now than you did before you participated in the training sessions:								
Yes	46.9 (15)	50.0 (11)	42.9 (9)	50.0 (3)	54.5 (6)	50.0 (8)	50.0 (3)	80.0 (4)
No	40.6 (13)	50.0 (11)	47.6 (10)	50.0 (3)	27.3 (3)	50.0 (8)	50.0 (3)	20.0 (1)
No response	12.5 (4)	0.0 (0)	9.5 (2)	0.0 (0)	18.2 (2)	0.0 (0)	0.0 (0)	0.0 (0)
	100.0 (32)	100.0 (22)	100.0 (21)	100.0 (6)	100.0 (11)	100.0 (16)	100.0 (6)	100.0 (5)

TABLE II (continued)

	COMBINED MEN'S INSTITUTIONS		FORT MADISON		ANAMOSA		ROCKWELL CITY	
	Correctional Officers	Other	Correctional Officers	Other	Correctional Officers	Other	Correctional Officers	Other
13. Do you feel any differently toward training now that you have completed the training program than you did before the training program began:								
Yes	28.1 (9)	31.8 (7)	19.0 (4)	33.3 (2)	45.5 (5)	31.3 (5)	66.7 (4)	80.0 (4)
No	59.4 (19)	68.2 (15)	71.4 (15)	66.7 (4)	36.4 (4)	68.8 (11)	33.3 (2)	20.0 (1)
No response	12.5 (4)	0.0 (0)	9.5 (2)	0.0 (0)	18.2 (2)	0.0 (0)	0.0 (0)	0.0 (0)
	100.0 (32)	100.0 (22)	99.9 (21)	100.0 (6)	100.1 (11)	100.1 (16)	100.0 (6)	100.0 (5)
14. Did any experience you had as a result of the training sessions influence you to think about the way you do your job:								
Yes	34.4 (11)	31.8 (7)	28.6 (6)	50.0 (3)	45.5 (5)	25.0 (4)	66.7 (4)	80.0 (4)
No	59.4 (19)	68.2 (15)	66.7 (14)	50.0 (3)	45.5 (5)	75.0 (12)	33.3 (2)	0.0 (0)
No response	6.2 (2)	0.0 (0)	4.8 (1)	0.0 (0)	9.1 (1)	0.0 (0)	0.0 (0)	20.0 (1)
	100.0 (32)	100.0 (22)	100.1 (21)	100.0 (6)	100.1 (11)	100.0 (16)	100.0 (6)	100.0 (5)
15. Have you been able to put anything that you learned in the training program to use in your job								
Yes	31.3 (10)	40.9 (9)	19.0 (4)	33.3 (2)	54.5 (6)	43.8 (7)	100.0 (6)	60.0 (3)
No	56.3 (18)	50.0 (11)	71.4 (15)	66.7 (4)	27.3 (3)	43.8 (7)	0.0 (0)	20.0 (1)
No response	12.5 (4)	9.1 (2)	9.5 (2)	0.0 (0)	18.2 (2)	12.5 (2)	0.0 (0)	20.0 (1)
	100.1 (32)	100.0 (22)	99.9 (21)	100.0 (6)	100.0 (11)	100.1 (16)	100.0 (6)	100.0 (5)

TABLE II (continued)

	COMBINED MEN'S INSTITUTIONS		FORT MADISON		ANAMOSA		ROCKWELL CITY	
	Correctional Officers	Other	Correctional Officers	Other	Correctional Officers	Other	Correctional Officers	Other
16. Do you feel that this kind of program ought to be required of all correctional employees: (check all that apply) Percent checking:								
Should be required of all employees	50.0 (16)	54.5 (12)	38.1 (8)	33.3 (2)	72.7 (8)	62.5 (10)	33.3 (2)	100.0 (5)
Should be required of all non-supervisory personnel	6.2 (2)	4.5 (1)	9.0 (2)	0.0 (0)	0.0 (0)	6.3 (1)	0.0 (0)	20.0 (1)
Should be required of all supervisory personnel	9.4 (3)	18.2 (4)	4.8 (1)	16.7 (1)	18.2 (2)	18.8 (3)	16.7 (1)	40.0 (2)
Should be made available only on a voluntary basis	15.6 (5)	18.2 (4)	19.0 (4)	50.0 (3)	9.1 (1)	6.3 (1)	50.0 (3)	0.0 (0)
Should be dropped altogether	9.4 (3)	4.5 (1)	14.3 (3)	0.0 (0)	0.0 (0)	6.3 (1)	0.0 (0)	0.0 (0)
Should be required of all new personnel	18.8 (6)	45.5 (10)	19.0 (4)	50.0 (3)	18.2 (2)	43.8 (7)	16.7 (1)	20.0 (1)

THE UTILIZATION OF A "TASK ANALYSIS" APPROACH TO THE FIELD OF CORRECTIONS AND, MORE SPECIFICALLY, TO THE ADULT PROBATION OFFICER'S JOB, HAS NEVER BEEN ATTEMPTED. THIS STUDY HAS DEMONSTRATED THE FEASIBILITY OF A SYSTEMATIC METHOD OF DETERMINING TRAINING FOR PROBATION OFFICERS. IT IS APPARENT THAT SOME REFINEMENTS ARE NEEDED IN THE ILLUSTRATIONS OF THE TASK OBSERVATIONS AND AN EXPANSION OF MORE DESCRIPTIVE TRAINING CONTENT WOULD PROBABLY ASSIST TRAINING OFFICERS. THESE MODIFICATIONS POINT TO FURTHER APPLICATION OF "TASK ANALYSIS" IN CORRECTIONAL AGENCIES AND DO NOT REFLECT AN INADEQUACY INHERENT IN THE METHOD.

This project was supported by Grant Number OLEA 319 awarded by the Law Enforcement Assistance Administration, U.S. Department of Justice, under the Omnibus Crime Control and Safe Streets Act of 1968, as amended. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice.

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