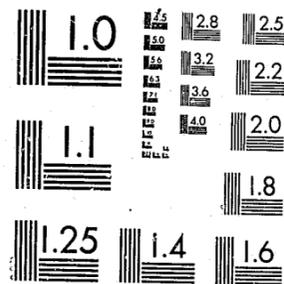


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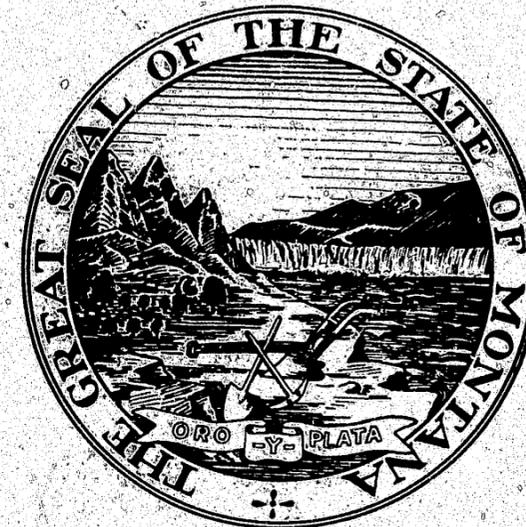
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**MONTANA**

**Department of Institutions**



**CORRECTIONS DIVISION  
MASTER PLAN**

for

**Fiscal Years**

**1980 - 1985**

78478

X  
CORRECTIONS MASTER PLAN

DEPARTMENT OF INSTITUTIONS

APRIL 1979

LEAA GRANT NUMBER 77-ED-08-0006

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EXECUTIVE SUMMARY

## INTENT OF THE MASTER PLAN

The purpose of this Master Plan is to transform the Corrections Division into a more effective correctional system by providing long range direction. The plan offers a systematic response to identified correctional needs through a diversity of programs and alternatives that offer the most efficient cost-effective approach to meet those expressed needs.

The six year plan has many objectives, the most important of which are to:

- 1) identify future problem areas,
- 2) establish priorities and goals for the division,
- 3) help the division become better organized and unified through the development of written policies for all agencies,
- 4) produce a system that is geared to identify and attempt to solve problems before they become unmanageable, through research, evaluation and planning,
- 5) propose new programs, where appropriate, and
- 6) establish the need for accreditation of correctional programs and facilities.

The Master Plan offers recommendations in several areas with the intention of improving the existing system. It attempts to make the Corrections Division use its personnel and fiscal resources more efficiently so that Montana has a coordinated, planned and well managed correctional system.

The plan is specifically addressed to the Administrator of the Corrections Division (Department of Institutions) whose responsibility it is to implement this report as a division-wide plan for the next six years.

Many internal changes may be made without cost, but others will need financial support from the Montana Legislature. With this unified effort, by the end of the planning period (1985), Montana should have a fully accredited and unified correctional system.

## CORRECTIONS DIVISION OVERVIEW

Responsibility for correctional programs in Montana has historically been divided among several agencies. The various institutions and services functioned independently of each other while under the administration of the Department of Institutions. The State Legislature in 1975 moved Adult Probation and Parole field services from the Board of Pardons to the Department of Institutions. In the latter half of the year the department was internally reorganized, forming the Corrections Division. This legislation and reorganization brought correctional facilities and programs under centralized management for the first time in the history of the State.

The Corrections Division contains the bureaus of Adult Probation and Parole, Aftercare and Community Services, along with Montana State Prison, Swan River Youth Forest Camp, Pine Hills School and Mountain View School. (See Chart #1 in appendix) The Board of Pardons is attached administratively to the Department of Institutions but functions independently of the Corrections Division. Juvenile Probation remains under the district court judges, and local jails are supervised by the county sheriffs.

### MONTANA STATE PRISON

In 1977 Montana completed a new prison to replace the old fortress type institution that was built in 1879 as a territorial prison. The new prison, also located near Deer Lodge, was designed to house 334 male offenders. However, the number of inmates has

exceeded this capacity and the old institution has been kept in use to house the overflow until two close security units can be added to the new prison. Once these units are completed in late 1979 the old prison will be closed.

The new prison was designed to house all classifications of inmates while physically separating the aggressive offender from the non-aggressive and the criminally sophisticated from the non-sophisticated. This was done by constructing a separate building to house inmates for each security classification.

The maximum security building was constructed using conventional prison architecture and has a capacity of 46. The close, medium and minimum security units are of identical construction consisting of a three story building divided into four eight-man units on each floor. Each building has a one story common building attached by an ornamental wall. This wall creates a yard area for each unit to separate inmate population and provide more control for inmate and staff safety.

The eight-man units consist of single rooms and a common day room, commode, shower and counseling room.

The two close security units to be completed in 1979 are designed similarly, except for two story construction that has four, 12-man units per floor. The rooms are also larger and can be double bunked to provide 192 beds in each unit. The capacity of Montana State Prison will be 718 beds upon completion of the new units.

Perimeter security for the new prison is provided by a double Cyclone fence with electronic intrusion sensors and bramble

wire, a guard tower on a hill above the institution and roving perimeter patrols.

The prison has both secondary and post-secondary education programs along with a broad range of religious, recreational and vocational programs.

The prison operates a 40,000 acre ranch that includes a dairy, beef herd, swinery and a slaughterhouse.

The ranch is intended to supply the prison and other state institutions with meat and dairy products and to provide a vocational training ground for inmates.

#### SWAN RIVER YOUTH FOREST CAMP

Swan River Youth Forest Camp was created by the legislature in 1967 for the care, custody and rehabilitation of boys ages 16 to 25 who have been transferred from Pine Hills School or Montana State Prison. The camp, located 40 miles south of Kalispell, was established as a cooperative effort between the Department of Institutions and the Forestry Division. Youths from the camp provide the work force for the management of the Swan River State Forest.

The institution has a capacity of 50 youths and the average length of stay is approximately five months.

There is an education program that is focused on remedial work, special needs and preparation for the graduate equivalency examination.

Vocational programs are the major emphasis of the camp. The residents work with the State Forestry Department in all areas of timber management along with fire prevention, suppression and control,

first aid, search and rescue, equipment operation and maintenance. Camp residents develop, maintain and improve public campgrounds, roads and bridges in the surrounding recreational areas for the Forest Service. The resident's work for the Forest Service was valued at more than \$142,000 in fiscal year of 1978.

#### COMMUNITY SERVICES BUREAU

The Bureau of Community Services was created in 1976, within the Corrections Division, to develop and operate community based correctional programs. The bureau assists adult offenders to become productive members of society while providing protection for the community.

The Bureau of Community Services operates two residential programs, the Life Skills Training Center in Missoula and the Women's Life Skills Home in Billings.

THE MISSOULA LIFE SKILLS TRAINING CENTER is a 16 bed co-ed facility located at Ft. Missoula, in two renovated World War II duplexes. This is the first program in Montana which placed adult offenders in a state operated facility within the community. Client population includes probationers, parolees and furlougees. A full time staff of six counselors and part-time staff of three provide 24-hour a day care, custody and programs for a maximum of 14 males and two females. Included in the three month program is a physical and recreational program, school and transportation and referral services to other community agencies.

THE WOMEN'S LIFE SKILLS HOME was developed to allow non-dangerous sentenced female felons to remain in the community while serving their sentences. The average time in the program is approximately eight months. Care and custody is provided to adult females on a 24-hour a day basis. All women must either work or attend school (or a combination of the two). Included in program services is board and room, provision for overnight visitation of children, health care, counseling, school and job placement, a physical and recreational program, transportation and referral services to community agencies.

Community Services Bureau provides for the care and custody of all adult female felons, including those incarcerated in Carson City, Nevada and performs 45 day evaluations for female felons as requested by district court judges. In addition, the bureau administers the prison furlough program which provides for work or school release of selected inmates while under the supervision of a sponsor.

#### ADULT PROBATION AND PAROLE BUREAU

In 1975 Adult Probation and Parole Services were separated from the Parole Board and placed under the newly formed Corrections Division as one of three bureaus.

The Probation and Parole Bureau is charged with supervising adult probationers from the district courts and adult felons released from prison on parole. The parole officers also prepare presentence reports for district court judges.

The bureau consists of 29 parole officers divided into Western, Central, and Eastern Regions with a regional supervisor for each and a central office staff of five. They supervise approximately 1700 probationers and 450 parolees.

#### PINE HILLS SCHOOL

Pine Hills School for boys was established by the legislature in 1893 near Miles City. Pine Hills School is charged with the care, education and rehabilitation of boys between the ages of 10 and 21 who are adjudicated delinquent.

The institution has a capacity of 150 and had an average daily population of 126 in the fiscal year of 1978. The annual cost of keeping a boy in Pine Hills is \$15,497.90, and the average length of stay is eight months.

Pine Hills School has an education program that has been fully accredited since 1968. In addition to this, the school provides physical, education and vocational training programs and work experience on a 3,000 acre farm. The farm also provides the school with meat, milk and some vegetables.

#### MOUNTAIN VIEW SCHOOL

The Mountain View School for girls was established near Helena in 1919 for the care, education and rehabilitation of girls between the ages of 10 and 21 who are committed to the institution by the Youth Court as juvenile delinquents. The Youth Court may also send a girl to Mountain View School for a pre-adjudication evaluation prior to making a final disposition.

The institution has a capacity of 75 and had an average daily population of 49 in the fiscal year of 1978. The cost of keeping a girl at Mountain View is \$23,360 per year. Average length of stay has been nine to ten months.

The program at the school emphasizes individualized treatment and counseling and encourages involvement in the community for the girls. The education department offers a curriculum of over 40 courses.

#### AFTERCARE

The Bureau of Aftercare is charged with the supervision of juveniles who have been released from Mountain View School, Pine Hills School, Swan River Youth Forest Camp, or those committed directly to the Department of Institutions for up to six months by the Youth Court. There are 15 Aftercare counselors who supervise approximately 25 youths each in the community.

To provide care and housing for any of these youths who have an inadequate home, Aftercare operates four group homes and provides a portion of the funding for nine District Youth Guidance Homes, which are operated by private, non-profit community organizations. Aftercare also funds approximately 30 foster homes throughout the state for the short-term care of youths in lieu of jail.

In 1975 Aftercare established the Youth Evaluation Program to provide a minimum security group home environment in which to evaluate youths in need of supervision and selected delinquent youths. The evaluations are for the purpose of providing an

assessment of the youth's behavior in developing a comprehensive treatment plan and professional recommendations for proper placement.

## RESEARCH METHODS

In order to plan for the Corrections Division, the Master Plan staff had to have an accurate account of what the division components were doing in their respective areas. In order to gain an in-depth look at the division, we utilized as many different methods of data gathering as were practical and feasible during 1978.

From January through December 1978, the following data gathering instruments were utilized:

- 1) Empirical Data: To initially familiarize the Master Plan staff with all components of the Corrections Division, the staff conducted numerous overview trips. These trips, conversations and interviews continued throughout the research year. Numerous conversations with all field officers and visits to all correctional facilities netted valuable information.
- 2) Survey Data: In order to validate or "ground" what was heard above, several different modes of research were used. One such tool was the use of surveys. Three surveys were developed by the Master Plan staff with consultation and analysis by Dr. Richard Vandiver of the University of Montana. The surveys were directed toward three groups: Adult Probation and Parole officers, District Court Judges and Juvenile Aftercare Counselors.
- 3) Service Providers and Clients: As it was imperative that the staff obtain information from offenders, the Master Plan contracted with Social Research and Applications (Missoula,

Montana) under the direction of Dr. Ray Gold. They conducted a comprehensive study of the offender/client aspect of corrections. This study was central to the Master Plan effort, in that for the first time, the Corrections Division was studied and measured from the clients' perspective. Once the clientele had been studied, another study, (also conducted by SRA) was contracted, to assess the two field service bureaus, (Probation and Parole, and Aftercare) from the field officers' standpoint. Both studies were then incorporated and analyzed. It was from these two studies that the bulk of our field service research was secured.

- 4) Community Corrections: As time progressed, community corrections began to take on a more important role. Because of this, the Master Plan began a full scale study of both existing adult community corrections centers. This was a total study of all individuals in those centers, including staff. The analysis of these recordings and additional research was then contracted to an expert in research techniques, Mr. Ray Worring. His analysis proved invaluable in assessing and delineating problem areas within these community-based centers and indicated problem areas that the bureau will inevitably encounter in the future.
- 5) Institutional Studies: As the time limit on this grant was relatively short, the four major institutions could not be studied extensively. Pine Hills School for Boys, at Miles City was studied at length as it was involved in civil litigation in Federal District Court. The Corrections Division and Master Plan contracted a complete evaluation of that

facility by three impartial evaluators; they were:

(1) Robert D. Cain, Jr., Director of Associates for Youth Development, Inc., Tucson, Arizona; (2) Anthony D. Travisono, Executive Director of the American Correctional Association, Rockville, Maryland; (3) William Holden, Superintendent of the Hennepin County Home School, Minnetonka, Minnesota.

Their report not only outlined problems and solutions to Pine Hills' problems, but provided expert suggestions on juvenile corrections applicable throughout Montana's Juvenile Corrections System.

6) Archival Studies: Central to the Master Plan process was researching and reading as many texts as possible. This included Master Plans from other states, periodicals, books, manuals, previous studies, statistics and numerous other forms of corrections' related material. In order to accurately evaluate and plan for Montana's correctional system, it was imperative that the staff was abreast of all the issues and problems facing corrections in the United States.

7) Statistical Data: The statistical methods employed in the development of the Master Plan were of two types. First, in the analysis of the surveys the basic descriptive statistics, mean, median, mode, range and standard deviation were used. The second use for statistics was in the projection of future offender populations for the different programs or institutions. The projections were made by the B.A.U.

(business as usual) method or by linear regression when applicable.

The B.A.U. method simply predicts that in the absence of information to the contrary, the best estimate is that an offender population will increase (or decrease) at the same rate as the previous year. In other words the linear trend will continue. This approach is fairly accurate unless the trend is approaching a turning point. To determine if a turning point is being approached several additional factors have to be analyzed, such as the length of stay in the system by an offender, the number of offenders in the at risk population and the rate that offenders are entering and leaving the system. If none of these factors point to a significant change during the period being projected, then the straight line projection of business as usual is used.

In cases where a turning point in the trend was anticipated, linear regression was used. The number of adult males incarcerated was projected in this manner using the most current rate of incarceration and the 18-30 year old population at risk. This population at risk is expected to peak and then decline during the time span of the projection. Operating on the assumption that the current incarceration rate would not change significantly, a linear regression was calculated and then each successive fiscal year's incarcerated population was predicted from the preceding year's at risk group size. This was done in order to account

for the lag time in entering the system. The resultant projection produced a curved projection line due to the step-wise predictions from the at risk group size. (See Graph #4 in appendix)

Projections were not made for adult female offenders as this group has not varied significantly in size until recently. There is essentially nothing on which to base a projection. Further, the recent rise in the number of women incarcerated or receiving sentences of incarceration could be greatly impacted by the number of beds available for them in new correctional programs.

## POLICY OF CORRECTIONS

Correction's first function is to protect the public. Efforts should be emphasized that assure an offender will not return to crime following release from the corrections system. Cost-effectiveness, consistent with public safety, should be stressed.

The public is protected by a correctional system characterized by concern, diversified programs for individuals and reintegration concepts as well as punitive measures.

An offender's correctional program should be the least drastic measure consistent with the offender's needs and public safety. Confinement, which is the most drastic disposition for an offender and the most expensive for the public, should be the last alternative considered, except for the offender who presents a substantial threat to society.

This policy has been developed by the American Correctional Association Accreditation Commission, the National Advisory Commission's Report on Corrections and the Montana Justice Project's Corrections Task Force Report.

The Master Plan is based upon the basic operating principles that the first goal is to protect society, but in the most cost-effective manner. This demands that corrections make the most effective use of the scarce resources (people, money and facilities) available. Therefore, the plan is based upon the premise that the public is best protected by a corrections system that seeks to improve its effectiveness through public protection and cost-effectiveness.

## ACCREDITATION

There exists one major underlying theme in the Master Plan; it is "accreditation":

The Commission on Accreditation for Corrections, sponsored by the American Correctional Association and supported principally by the Law Enforcement Assistance Administration, was established in 1974 to develop comprehensive, national standards for corrections and to implement a voluntary program of accreditation to measure compliance with those standards. The diversity of purpose, policy and practice of the distinct areas of corrections, such as adult institutions, juvenile probation, adult community residential services, and juvenile detention facilities, required the development of separate sets of standards for specific application through the accreditation process. In developing the standards, the Association and the Commission considered the work of other national, state and local organizations which have also developed corrections standards and guidelines. However, unlike those developed by other organizations, the standards for accreditation are measurable. By design, they can be applied to the daily operations of a correctional agency in order to measure standards compliance (A.C.A., Accreditation, 1977).

Accreditation is awarded by the American Correctional Association Commission on Accreditation for Corrections for a three year period based on compliance levels for each applicable standard within a given field (90% of all "essential" standards and 80% of all standards listed as "important".)

Each component of the Corrections Division should begin the accreditation process immediately. The entire division should achieve full accreditation no later than July, 1985.

The Division Administrator, who is responsible for agency operations, should apply for admission to the accreditation process.

Accreditation will enable the Corrections Division to standardize correctional policy, guarantee the rights of offenders, promote the quality of care for clients, and assure maximum protection of society.

The accreditation process makes the Corrections Division accountable for its actions, programs and facilities and informed of the ever changing legal decisions and legislation that affects Montana's correctional system. It is also becoming evident that future sources of LEAA grant funding may be contingent upon accreditation.

Accreditation is the best method for assuring the citizens of Montana that their correctional system is functioning at its highest potential and considered a model of correctional excellence in the United States.

The applicable manuals should be obtained and distributed to all appropriate employees of the Corrections Division.

## CORRECTIONS DIVISION CENTRAL OFFICE

The Corrections Division Central Office is treated in the plan as an individual component because it is the unifying factor of the State corrections system. Currently, the components within the division are functioning as if they were still independent of the division organization. One method to strengthen the central office component and unify all other components within the division is to develop division level policies. The administrator should oversee this process and obtain additional expertise as needed.

The division should develop a unified and coordinated division training program. A division level trainer should be attached to the administrator's staff to develop, coordinate and obtain funds for training throughout the division.

A position for research, evaluation and planning should be added to the administrator's staff as these functions must be performed on a continual basis. These areas are critical to adequately assess and plan for correctional needs in order to move the correctional system toward a unified, planned and proactive stance.

The Master Plan stresses the need for national accreditation by the American Correctional Association Commission on Accreditation for Corrections. This will insure that Montana's correctional system meets minimum national standards. The process of accreditation will standardize correctional policy, guarantee the rights of offenders, promote quality care for clients and assure maximum

protection of society. This will facilitate the creation of written policy and procedures that are virtually non-existent in the division.

The administrator will supervise the accreditation process for each individual component as well as for the Division Central Office during the planning period.

## CENTRAL OFFICE

### SUMMARY OF MAJOR RECOMMENDATIONS

- THE DIVISION CREATE WRITTEN POLICIES AND PROCEDURES AND THAT THE ADMINISTRATOR SUPERVISE THE CREATION OF SAME FOR EACH COMPONENT WITHIN THE DIVISION.
- THE DIVISION RECEIVE FULL ACCREDITATION BY THE END OF THE PLANNING PERIOD.
- THE DIVISION ADMINISTRATOR SUPERVISE THE ACCREDITATION PROCESS FOR EACH CORRECTIONAL COMPONENT WITHIN THE DIVISION.
- THAT A STANDARD METHOD FOR CALCULATING RECIDIVISM RATES BE ADOPTED AND USED FOR MEASURING THE PERFORMANCE OF CORRECTIONAL PROGRAMS.
- A SYSTEMATIC OBJECTIVE EMPLOYEE EVALUATION PROCEDURE BE ADOPTED USING MEASURABLE PERFORMANCE INDICATORS.
- O.B.S.C.I.S. BE SUPPORTED AND UTILIZED THROUGHOUT THE PLANNING PERIOD.
- CREATE A DIVISION LEVEL TRAINER POSITION WITHIN THE ADMINISTRATORS OFFICE.
- CREATE A DIVISION LEVEL POSITION FOR RESEARCH, EVALUATION AND PLANNING PURPOSES WITHIN THE ADMINISTRATORS OFFICE.

## ADULT PROGRAMS

The existing correctional programs for adults can be divided into four major categories; 1) incarceration for men (Montana State Prison and Swan River Youth Forest Camp) 2) incarceration for women (Womens Life Skills Home and Missoula County Jail) 3) Community Services (Life Skills Training Center and Work Furlough) 4) field services supervision (Probation and Parole).

The biggest problem facing corrections in Montana during the 1980-1985 planning period of the Master Plan is providing beds and programs for the burgeoning number of adult men being incarcerated. This population is projected to exceed the total number of beds available by the end of fiscal year 1979 and continue to grow through 1983. (See Graph #4 in appendix) The projection shows that the number of adult males incarcerated will exceed the current program capacities throughout the planning period and eventually require over 200 additional beds.

To alleviate the inmate bedspace problem, the Master Plan recommends a system of programs that cuts across bureau lines including three community-based pre-release centers, an additional forest work camp for adults, expanding the work furlough program and limiting Swan River Youth Forest Camp to take only offenders from Montana State Prison.

### MENS INCARCERATION PROGRAMS

The increase in the number of adult male felons will require that Montana State Prison be kept at its rated capacity for the

duration of the planning period. The Master Plan does not recommend that the prison capacity be expanded to accommodate more inmates during the current population crisis as the additional buildings will go unused within ten years. The current capacity of the prison is large enough for the number of dangerous offenders that need this level of custody. The old prison should be closed to avoid wasting additional State money repairing a structure past its serviceable life.

To provide the inmates with marketable work experience and to teach work habits, the prison industry program should be expanded and the prison ranch retained.

The Swan River Youth Forest Camp should be administratively limited to accept only 18 to 25 year old offenders. The camp should be operated at its capacity at all times and a multi-purpose center should be added to the existing facilities. The dorm area should be remodeled to allow for personal privacy and wood fueled heat should be used as an alternative energy source.

An additional camp should be established in the Stillwater State Forest for use by minimum security inmates from Montana State Prison. The camp should house up to 100 inmates to alleviate the burgeoning prison population.

#### WOMENS INCARCERATION PROGRAMS

The existing womens incarceration program for Montana is divided into four separate functions in different geographic locations. The intake and diagnosis is done in the Missoula

County Jail, the Management and Support Services in Helena, the minimum security facility is located in Billings and the secure detention is contracted with Nevada.

This division of functions makes the management and coordination of this program very difficult. Also, the present minimum security facility is too small to handle the expected increase in the number of female felons in the next six years, and it is not large enough to be cost-effective.

The Master Plan recommends that all of these functions be put in one larger facility in a centrally located city in Montana.

#### COMMUNITY SERVICES

The Master Plan recommends that additional community-based programs be developed and existing programs be expanded to handle the projected increase in the eligible number of non-dangerous adult offenders during the planning period. Community programs have proven to be cost-effective while providing programming to increase parole success.

The Master Plan proposes the implementation of three pre-release centers to provide for the increasing number of adult inmates and to facilitate the reentry of these offenders after incarceration. In addition, the work furlough program should be expanded as it has proven to be a successful form of reintegrative programming.

## FIELD SERVICES SUPERVISION

Field services supervision is provided by the Adult Probation and Parole Bureau. As this has proven to be a successful cost-effective means of supervision, the Master Plan recommends a general refinement of service delivery by planning the offenders' treatment through the use of a supervision/treatment plan. It is essential not only to measure the offender's behavior while under supervision but also to assess the officer's performance in dealing with the offender.

This process should begin by developing a presentence investigation that includes all correctional options available to the court, and a plan of correctional action that will occur during the entire time the offender is under the supervision of the division.

The number of officers and support staff should be increased to keep pace with the rising number of offenders under supervision.

## ADULT PROGRAMS

### SUMMARY OF MAJOR RECOMMENDATIONS

#### MONTANA STATE PRISON:

- CONSIDER NEW PRISON CONSTRUCTION ONLY AS A LAST RESORT.
- CLOSE THE OLD PRISON.
- EXPAND THE PRISON INDUSTRY PROGRAM.
- BUILD AN INDUSTRIES BUILDING.
- RETAIN THE PRISON RANCH.

#### SWAN RIVER YOUTH FOREST CAMP:

- FOR YOUTHFUL OFFENDERS BETWEEN THE AGES OF 18-25.
- LENGTH OF STAY NOT TO EXCEED EIGHT MONTHS.
- ESTABLISH A WOOD PRODUCTS VOCATIONAL PROGRAM.
- PURCHASE A PORTABLE SAW MILL
- CONSTRUCT A MULT-PURPOSE CENTER.
- REMODEL DORM AREA.
- UTILIZE WOOD FUELED HEAT.
- STUDY EXPANSION OF THE CAMP.

#### STILLWATER STATE FOREST CAMP:

- ESTABLISH A MINIMUM SECURITY FOREST CAMP IN THE STILLWATER STATE FOREST.

#### COMMUNITY SERVICES BUREAU:

- AN ASSISTANT BUREAU CHIEF.
- FUNDS FOR 25 CONTRACT BEDS PER YEAR.
- THREE REGIONAL PRE-RELEASE CENTERS.

COMMUNITY SERVICES BUREAU (continued)

- RELOCATE THE WOMEN'S LIFE SKILLS HOME TO A CENTRAL GEOGRAPHICAL LOCATION.
- EXPAND THE WORK FURLOUGH PROGRAM.
- HIRE TWO FURLOUGH COORDINATORS.

ADULT PROBATION AND PAROLE BUREAU:

- PRESENTENCE INVESTIGATIONS CONTAIN: AN OUTLINE OF CORRECTIONAL ALTERNATIVES; SPECIAL NEEDS AND CONDITIONS; PRESCRIPTION OF TREATMENT AND A FULL, MEASURABLE PLAN OF ACTION.
- OFFICERS EVALUATE AND MEASURE OFFENDERS PERFORMANCE ACCORDING TO A WRITTEN SUPERVISION/TREATMENT PLAN.
- BUREAU REPRESENTATIVES PERSONALLY CONTACT PAROLEES IN THE PRISON AS SOON AS THEY RECEIVE PAROLE APPROVAL.
- AMEND THE STATUTE (46-17-301,MCA) TO EXCLUDE SUPERVISION OF MISDEMEANANTS.
- A PERMANENT SOCIAL REFERRAL SPECIALIST IN EACH REGIONAL OFFICE.
- PURCHASE OR RENT A MICROFILM SYSTEM.
- ANNUAL TRAINING AT THE MONTANA LAW ENFORCEMENT ACADEMY AT BOZEMAN.
- INCREASE THE REVOLVING LOAN FUND TO \$20,000.
- TWO TO FOUR ADDITIONAL OFFICERS PER YEAR.
- PROVIDE ADEQUATE SECRETARIAL SUPPORT FOR EACH FIELD OFFICE.

JUVENILE PROGRAMS

Projections of Montana's juvenile population indicate that it will decrease slightly, based on school enrollments. (See Graph #1 in appendix) Another factor is juvenile arrests, which have decreased in 1977 and 1978 from 1976 levels. Therefore, it is expected that juvenile corrections will not face the offender population problem of the adult sector.

Accordingly, the Master Plan has developed a policy that focuses on systems improvement, rather than gearing up for an increasing population in the institutions or Aftercare. This policy asserts that the institutions should not be expanded to accommodate more juveniles. Public protection may be attained through more cost-effective programs that emphasize community supervision up to age 18 on Aftercare and less than a year's commitment for most youths in the institutions.

The humane care and treatment of juveniles at Pine Hills and Mountain View are dependent upon the lodges where the youths live. The present buildings are outmoded and are not conducive to sound correctional programming. The Master Plan staff is aware of the general resistance to new buildings, but new dormitories are necessary to both schools if Montana is to provide quality treatment for its committed juvenile offenders.

The juvenile component of the division offers a continuum of services through treatment that begins in the institution and continues through Aftercare. The Aftercare counselor should see a future client before he enters the institution and should make at least one visit to develop a community treatment plan before the

youth returns home. During the juvenile's commitment, the After-care counselor will visit the family and prepare for the youth's return. During this time a written treatment plan will be developed at the institution. The plan should specifically state what is expected of the youth by informing him of the goals to be met to minimize his stay at the institution.

Forty-five day evaluations should be performed in the community whenever possible. Accordingly, it is recommended that Mountain View and Pine Hills should not evaluate status offenders. As evaluations are valuable to the court in making commitment decisions, and many youth can be evaluated in the community, another Youth Evaluation Program should be developed in one of Montana's major cities.

Shelter care has kept many youngsters out of jail through the use of Attention and foster care homes. This valuable program should be expanded to other areas without these services.

In conclusion, the Master Plan directs its efforts at improving the juvenile corrections system through a maximization of resources to minimize recidivism.

## JUVENILE PROGRAMS

### SUMMARY OF MAJOR RECOMMENDATIONS

#### PINE HILLS:

- NO USE OF STIMULANTS, TRANQUILIZERS OR PSYCHOTROPIC DRUGS FOR CONTROL OR DISCIPLINE.
- WRITTEN TREATMENT PROGRAMS, REVIEWED EVERY THREE MONTHS.
- WRITTEN RELEASE CRITERIA WITH STATED OBJECTIVES.
- LENGTH OF STAY NOT TO EXCEED 12 MONTHS, EXCEPT WITH DEPARTMENTAL APPROVAL.
- CONTACT LOCAL JUVENILE PROBATION OFFICER WHEN A BOY IS BEING CONSIDERED FOR RELEASE.
- RETAIN CLINICALLY TRAINED STAFF TO ASSESS AND INTERPRET 45 DAY EVALUATION TESTS.
- REPLACE A COTTAGE EACH BIENNIUM WITH NEW 20 BED LODGES.

#### MOUNTAIN VIEW:

- WRITTEN TREATMENT PROGRAMS, REVIEWED EVERY THREE MONTHS.
- WRITTEN RELEASE CRITERIA WITH STATED OBJECTIVES.
- NO STIMULANTS, TRANQUILIZERS OR PSYCHOTROPIC DRUGS ARE TO BE USED FOR DISCIPLINE.
- TWO 32 BED DUPLEXES SHOULD BE BUILT TO REPLACE OLD COTTAGES.
- LENGTH OF STAY NOT TO EXCEED 12 MONTHS, EXCEPT WITH DEPARTMENTAL APPROVAL.

#### AFTERCARE:

- COUNSELORS SHOULD HAVE A PREINSTITUTIONAL MEETING WITH FUTURE CLIENTS AND MEET WITH THEM AT LEAST ONCE WHILE IN THE INSTITUTION.
- WORK WITH FAMILIES TO DEVELOP A TREATMENT PLAN WHILE CLIENT IS STILL IN INSTITUTION.

AFTERCARE (continued)

- REVISE AFTERCARE AGREEMENT.
- DECENTRALIZE SPAN OF CONTROL.
- RELEASE CLIENTS FROM SUPERVISION AT AGE 18 OR AFTER ONE YEAR OF SUPERVISION EXCEPT IN JUSTIFIABLE CASES.
- CHANGE NAME TO JUVENILE SERVICES BUREAU.
- ONE MORE YOUTH EVALUATION PROGRAM.

SECTION I  
CORRECTIONS DIVISION  
CENTRAL OFFICE

## CENTRAL OFFICE

The Corrections Division central office was created within the Department of Institutions in 1976 when the four correctional institutions and three bureaus were placed under one supervising administrator. Since then the division central office has consisted of the Division Administrator's office and the central offices for the bureaus of Adult Probation and Parole, Community Services and Aftercare Services. The offices for the superintendents and warden are at the respective institutions.

### RESEARCH, EVALUATION AND PLANNING

Corrections is often put into the position of trying innovative programs because they are the latest techniques in other states. But as sociologist Daniel Glaser has stated, "The highway of corrections is paved with punctured panaceas." (ACA Correctional Standards, 1974, p.231)

The problem is finding out what works, and this is done through research and evaluation. Research, as the process of acquiring new knowledge, affords the administrator the opportunity to learn from the mistakes of others. The American Correctional Association reports that:

Many of the widely accepted correctional practices of today are based on tradition and prevailing opinion rather than demonstrable scientific knowledge and should be subjected to the scrutiny of research in order to be justified. Research in the correctional field should be a function of the correctional system, and should not be solely relegated to universities, special research institutes, and bureaus and foundations. (ACA Correctional Standards, 1974, p.231)

Research has long been accepted as a useful management tool in various government agencies and businesses. It follows that corrections, in its quest for better programs and increased cost-effectiveness, should adopt research to discover what works and what does not work.

Evaluation complements research by measuring the effectiveness of correctional programs. The effectiveness of corrections and correctional programs have been frequently questioned and, at times, fiercely criticized. Often this is done without adequate data at the disposal of critics or correctional administrators. Without accurate data there can be little constructive criticism. Evaluation of corrections and its programs is essential if administrators and the public are to become aware of the effectiveness of the system. Old programs should be evaluated to determine if they should continue, and favorable evaluation data can be used by administrators to seek continued or additional funding. Evaluation is an integral part of research and the development of new programs. The public has a right to know about the effectiveness of correctional programs in order to make corrections more accountable to the people it is charged to protect.

Recidivism is an unpopular word in corrections, because it measures failure rather than success. There are other ways to measure the effectiveness of correctional programs, such as goal achievement, but the public and the legislature invariably request a recidivism rate for a particular program or institution.

Recidivism has never had a standard definition. Therefore, it would be useful if the Corrections Division adopted a standard

method to calculate recidivism. All bureaus, institutions and programs should use the same standard for uniform evaluation. The prison currently measures recidivism by the return of offenders within a year following their release, and dividing it by the number released for that year. Aftercare determines recidivism by taking the number of juveniles returned to Pine Hills and Mountain View in one year and dividing it by the Aftercare population for that year. The Montana Justice Project's Corrections Task Force adopted a definition of recidivism to be used statewide. The Master Plan Advisory Board amended this definition for use by the division.

RECOMMENDATION: The Corrections Division should use the following standard for recidivism for all adult and juvenile programs and institutions.

Recidivism is measured by:

- 1) Criminal or delinquent acts that resulted in conviction by a court, when committed by individuals who are under correctional supervision or who have been released from correctional supervision within the previous three years.
- 2) Revocation of adult probation, parole, or aftercare supervision in which a sentencing, paroling or youth court authority took action that resulted in the return of the offender to an institution for an alleged new crime.
- 3) Technical violations of the conditions of adult probation and parole, or aftercare, in which a sentencing, paroling or youth court authority took action that resulted in the return of the offender to an institution.

Technical violations should be maintained separately from data on reconvictions and revocations. Also, recidivism should be reported in a manner to detect patterns of change. At a minimum, statistical tables should be prepared every six months during the three-year followup period, showing the number of recidivists. Delineations by sex, age, offense, length of sentence and disposition should be provided.

Recidivism is not the only way to measure the effectiveness of corrections. There are other yardsticks that can prove useful to gauge the performance of correctional programs and institutions. For instance, a program may be measured by its effectiveness in attaining immediate goals and the effort expended to reach these objectives, in terms of cost, time and types of personnel. This would provide an indication of expense to inform administrators about a program's basic effectiveness. Other types of measurement are the performance and efficiency of a program, which can be measured by benefits derived by the offender, such as an increased level of education, a job, or other results of the program that may have been valuable to the offender.

These measurements depart from the traditional viewpoint that an offender is a corrections "success" if he is not a recidivism statistic. Admittedly, the kinds of measurement standards cited above demand follow-up and more work than do recidivism rates, but they provide a more meaningful standard to measure the success of corrections programs.

RECOMMENDATION: The Corrections Division should begin to evaluate performance in two ways:

- 1) Overall program performance of system reviews as measured by the above definition of recidivism, and
- 2) the measure of more immediate program goal achievement.

For system reviews, measurement of recidivism should be a primary yardstick for evaluation. Program review is a more specific type of evaluation, including:

- 1) Measurement of effort and performance.
- 2) Determination of the adequacy of performance and efficiency.
- 3) Effects of the program.

Success should be based upon individuals that were actually involved in a program, rather than offenders not reported in recidivism figures. (M.J.P. Corrections Report, 1976, p.293)

Evaluation cannot be limited to programs, but should apply to the people who carry out these programs.

People are the backbone of any good corrections system. Without effective and efficient employees, the best plans can fail for the lack of good personnel to carry them out. It is necessary for management to have the ability to effectively evaluate employee performance. This means that the division should have a procedure to measure the effectiveness of its personnel.

RECOMMENDATION: The Division Administrator should develop a written format to annually evaluate the performance of the key supervisory personnel in the division.

Planning should also be an ongoing process in the Corrections Division and not stop with the completion of the Master Plan. Continued planning for the division will give the administrator an insight into potential problems which may be anticipated and dealt with accordingly. Too often in the past, corrections has been placed in the position of reacting to crises, rather than forestalling and resolving issues through proper planning. Requests made to the legislature are likely to carry more impact if presented as practical, planned and documented alternatives to present practice.

Cost-effectiveness should be a factor in planning. Often corrections has used costly, temporary remedies to problems that demand a strategic, far-reaching approach. Research should be conducted and used to determine what programs work and which ones have failed to meet their objectives. Failures should then be eliminated to further the cost-effectiveness of corrections, and funding should be requested to continue successful programs.

The administrator cannot possibly perform research, evaluation and planning functions without the technical expertise and time necessary to perform these tasks.

RECOMMENDATION: The division should have a full time position for research, evaluation and planning within the administrator's office.

The Master Plan could be used as a starting point for this process and be periodically updated. A continuing research, evaluation and planning program in the division will provide better, more cost-effective programming for the Corrections Division.

#### TRAINING

Training has become an integral part of corrections with the impetus to improve the quality of correctional personnel. Quality training will prepare employees to do a better job and to facilitate the offender reintegration process. Every employee in the Corrections Division could benefit from effective training programs.

Until recently, training has received low priority in corrections. Now, the value of staff development through training is being recognized. The Corrections Division does not have a trainer, so it uses the services of the Bureau of Aftercare trainer. He does not have the time to adequately train or coordinate training for the four institutions and three bureaus of the division. A division level trainer is required in order to have an overall perspective of the training needs for the division and to develop a standardized training program.

RECOMMENDATION: There should be a division level trainer within the administrator's office.

Training has been virtually nonexistent in the Corrections Division without a unified policy on training. This has led to a sporadic approach to upgrading staff. The bureaus and institutions have separately developed their own training programs, dependent upon the availability of funds and trainers.

The diverse nature of the Corrections Division lends itself to different types of training. Employees work with juvenile or adult offenders either in an institution or in the community. Special kinds of training are required to meet the various needs of the division's four institutions and three bureaus. One person cannot do it all, because of the vast amount of coordination necessary and the demands on the trainer's time. Trainers in each of the four institutions would relieve a great deal of the workload by doing much of the basic training. They would be under the supervision of the division trainer.

RECOMMENDATION: Each correctional institution should provide an employee as a part-time trainer. This person would be trained by the division trainer and become the trainer for that institution.

To provide the funds necessary for a quality training program the division trainer should develop a training budget for the entire division to be submitted to the legislature as part of the division office budget. The training budget should be developed on the basis of a division-wide training needs inventory that includes a priority list of training requests prepared by each division component. This inventory would provide the Division Administrator and trainer the information necessary to allocate training funds throughout the division.

To the extent allowed by the budget, the trainers should purchase the services of persons with the expertise that the trainer lacks, for instance, in law.

RECOMMENDATION: The division trainer should develop a division training budget based on a training needs inventory.

Federal grants have become important in implementing many programs in corrections, including training. But getting a grant is more complicated than identifying a problem. It demands knowledge of the grant process, forms and writing skills necessary to have the request approved. These skills would be useful in all areas in which the agency might seek a grant.

RECOMMENDATION: One person in each division agency should be trained in the technique of grant writing.

Training may be of little value without the proper follow-up to encourage the use of the skills obtained in training. Supervisors should encourage their employees to use their training on the job. Evaluation of training may be done by the division researcher/evaluator to measure the effect of training on service delivery.

To insure that all employees receive the proper orientation to their jobs, the first week of employment should be devoted to education and training. This would help new employees gain a better understanding of their job before doing it. Follow-up training is important for continued job proficiency and learning new skills.

RECOMMENDATION: New staff members should receive 40 hours of mandatory orientation training. Thereafter, all staff members should receive 40 hours of additional training each year. (NAC Corrections Report, 1973, p.494)

Upper and mid-management personnel are in need of training to improve their administrative and supervisory skills. As an employee climbs the career ladder his job becomes more complex and he may be increasingly involved with other elements of the criminal justice system. Private business has recognized the need for training managers in executive development. The constraints of time and money may be obstacles to the continued training of the division's top and mid-level managers, but the division's key personnel should be kept abreast of the latest developments in their fields and the criminal justice system as a whole. The

Montana Justice Project's Corrections Task Force report states that: "All top and middle managers should have continuing executive development training, including training in the operations of the police, courts, prosecution and defense attorneys." (p.281) The Division Administrator should annually budget for his staff, bureau chiefs and superintendents to attend training seminars.

RECOMMENDATION: All management personnel should receive at least 40 hours of executive development training each year. This should include training in law enforcement and the courts.

#### ACCREDITATION

The American Correctional Association has compiled a list of standards to be used in accrediting adult and juvenile correctional institutions, halfway houses, Probation and Parole and Aftercare. Accreditation will determine if these institutions and programs are delivering the quality and type of services that are necessary for the humane treatment of the offender. Accreditation leads to a standardization of correctional institutions and programs which not only promotes the quality of care for clients but protects society as well. It will ensure that the division is performing at peak efficiency and effectiveness. This process is one of the best methods to objectively measure the performance of a program or institution and ensures that Montana's correctional system meets minimum national standards. The process of accreditation will standardize correctional policy and guarantee the rights of offenders.

RECOMMENDATION: The Corrections Division should make a commitment to achieve national accreditation by the American Correctional Association Commission on Accreditation for Corrections by 1985.

The Division Administrator should work in conjunction with each bureau chief and superintendent to develop a timetable for accreditation for each program and institution. This should include projected dates for accreditation, cost estimates, and major steps in preparing for accreditation.

#### WRITTEN POLICIES

When the Corrections Division was formed within the Department of Institutions, the four correctional institutions and two of the bureaus had already been in existence for a number of years. Some had developed policies and procedures for the operation of the individual components, but no policies were created governing their function within the division. Since that time the division has operated with verbal policies issued by past administrators or by memos and letters concerning specific problems. There has been no systematic development and compilation of written policies which has in part, contributed to a lack of direction and unification within the division.

RECOMMENDATION: The Division Administrator should oversee the development of a series of division level policies that specify the duties and responsibilities of the bureau chiefs and superintendents.

The policies and procedures should include:

- The minimum standards for the care, treatment, supervision and control of offenders.
- Policies for management and support services, which should be delineated at the bureau/institution and division/department levels.

- An explanation of the division budget process and timetables for the development of budgets for their presentation to the department or legislature.
- The exact duties and responsibilities for each person that the Division Administrator directly supervises.
- The objectives, functions and responsibilities for each program, and how they relate to one another.
- The review of division, bureau and institutional goals and objectives at least annually.

The ACA standards for accreditation contain many recommendations calling for the development of such policies. These standards should also be used as a guideline in the development of division level policies.

The process of developing the policies should be initiated and managed by the Division Administrator and include bureau chiefs and institutional superintendents. The development, writing and editing of the policies is complicated and time consuming. Additional staff may be required to accomplish this task.

RECOMMENDATION: The Corrections Division should hire the expertise and manpower necessary to develop written division level policies and procedures.

The administrator should also oversee the creation of bureau and institutional policies to insure that they reflect division policy.

#### INFORMATION SYSTEMS

Planning, research, evaluation and management decisionmaking cannot be done without useful information available to the Corrections Division. The Montana Justice Project states: "There is

a compelling need in Montana for corrections data which will aid administrators in making knowledgeable decisions and evaluation judgements." (Information Systems, 1976, p.87)

The Division Administrator needs information to facilitate operational and management decisions, monitor and evaluate programs, prepare budgets and reports and manage resources. The division often receives requests from diverse sources for data and statistics concerning corrections programs.

Currently there is no standard source of information for the Corrections Division. The Offender Based State Correctional Information System has the potential to quickly provide data on offenders in the division, but the division lacks a central repository of information to collect and analyze data in the administrator's office. Current offender population projections for each institution and bureau are not maintained for planning purposes and some data is gathered by fiscal year and some by calendar year. In the absence of standard and ongoing reports from the bureaus and institutions, the Division Administrator does not have the data to make informed decisions. The Montana Criminal Justice Information Systems Plan (1977) recommends: "A centralized planning, research and statistical center using standard procedures to collect and summarize data is needed to provide reliable information for analysis and comparison. In corrections it is necessary to systematically collect data for five years to adequately analyze policies and actions." (p.52)

Information from the division's three bureaus and institutions is necessary to make decisions about staff, facilities, programs, budgets and to evaluate the division's effectiveness. One of the keys to tying the division together into a system is information, used as the basis for total systems planning. Furthermore, data from the division's bureaus and institutions makes them more accountable to the administrator.

RECOMMENDATION: The Corrections Division should develop a manual system for the standardized collection of data from each bureau and institution. This information should include offender populations and projections, program status, costs and evaluation criteria. (See Research, Evaluation and Planning Section)

This manual information system, if it is updated quarterly, should provide the administrator with information often needed on short notice. Obviously, this manual system cannot compete with OBSCIS for the speedy retrieval of sophisticated data concerning offender tracking, legal status, programming and classification. However, a standardized and updated information file for the administrator's office would complement OBSCIS as it assists management in making decisions.

#### Offender Based State Corrections Information System

OBSCIS is a computerized information system that tracks individual adult offenders through the corrections system, and is the foundation of the division's information systems capability. OBSCIS is run by the Bureau of Information and Systems of the Department

of Institutions. The computer is housed at the Department of Administration. The Montana Board of Crime Control has granted \$240,000 of Law Enforcement Assistance Administration (LEAA) funds for the system, which became operational in July, 1977. The OBSCIS consists of two systems, one for adults and the other for juveniles, because of privacy and security considerations.

The OBSCIS is only partially completed because the funds were not available to complete the institutions module. Missing are psychological testing, disciplinary reports, classification and movement which provide the essential ingredients for operational and management decisions for the prison.

RECOMMENDATION: The Corrections Division should support the immediate completion of the institutions module of OBSCIS.

National reporting, which is typically an OBSCIS module, will not become a distinct part of the system because of anticipated revisions in national reporting. This function will be handled in an ad hoc manner to keep the OBSCIS flexible to meet federal reporting needs.

The Corrections Division must have the services of a computerized information system to:

- 1) Account for all adult offenders and juveniles under After-care supervision.
- 2) Provide a rapid response to complex inquiries.
- 3) Help management make better decisions through the use of accurate information.
- 4) Aid research and evaluation.
- 5) Ensure accuracy of data.

RECOMMENDATION: The Corrections Division should assume the annual operation costs of OBSCIS.

Privacy and security are of the utmost importance in recognizing the right of the public to be free of government interference in their private lives.

RECOMMENDATION: Access to adult and juvenile Corrections Division information should be strictly controlled according to State law and the latest privacy and security guidelines.

The division should develop policies that allow researchers outside the division to have access to OBSCIS, consistent with the latest privacy and security guidelines. The actual cost of the information requests to OBSCIS should be paid by the person or agency that requests the data.

RECOMMENDATION: Researchers outside the division should be allowed to use OBSCIS under established division guidelines.

#### PUBLIC INFORMATION

Corrections has failed to aggressively educate the public and promote the successes of the system. Traditionally, corrections has been passive in public information and public relations programs, and has reacted to criticisms from the press and public. This has placed corrections on the defensive, often making the system look ineffective or counterproductive.

Seldom is the public told of corrections' successes, as the typical newspaper stories focus on recidivism rates, escapes, institutional violence and other problems. But corrections in

Montana has another side to it, such as ex-offenders who do not return to the system and those who become successful members of their community. Far too often the public is oblivious to the correctional process and unaware of corrections' limited resources to perform its mission of public protection and offender reintegration. A good public education program would dispel some commonly held myths, such as severe punishment deters crime and that most offenders in the corrections' system are dangerous.

Often the public demands that more criminals be locked up for longer periods of time. Yet at the same time, that same public cries out for a reduction in taxes. Public education would tell them that they can't have it both ways. An inmate in the prison cost \$10,200 per year; whereas, it only costs \$350 per year to place an offender on probation. A survey of inmates at Montana State Prison in 1978 revealed that 41% did not pose a substantial threat to society and could be more appropriately dealt with in the community than in prison. (See Exhibit #17 in Appendix) These are some examples of things that people should be told in a public education program.

The Montana Justice Project's Corrections Task Force Report states in its standard on public information that: "The Corrections Division shall inform and educate the public as to existing problems, policies, procedures, laws and decisions which are a part of the corrections system." (p.159) This means that corrections should not operate without informing the public about what is going on and why it is happening. The public has been calling for corrections to be more accountable for its actions, and public infor-

mation would be the cornerstone of that accountability.

The standard also states that "public information shall not be misconstrued to promote public relations," but that "the bad should be presented with the good to present a complete picture of corrections." Public relations is different from an information program because its intent is to encourage the public to think better of corrections rather than simply inform the public. Public relations is easier to accomplish than public information because it accentuates the positive. But public relations has a legitimate place in any program that proposes to tell Montanans about their corrections system. Examples of public relations are pamphlets, brochures, tours, speeches and some reports.

An active public information program is difficult especially when one is reacting to the countless problems that arise in corrections. It is, therefore, incumbent upon the Division Administrator, bureau chiefs and institution superintendents to lead the way in educating the public about their jobs, programs and facilities. This leadership would open the way for line personnel, such as parole officers and Aftercare counselors to familiarize themselves with the press in their area and to bridge any communication gap that may exist.

RECOMMENDATION: The Division Administrator should promote a program of public information and public relations to inform and educate the public about all facets of the Corrections Division. Public information policies and procedures should be written and distributed to the bureaus and institutions as ground rules in dealing with the media.

## SECTION II

### ADULT PROGRAMS

## MONTANA STATE PRISON

The population at Montana State Prison has increased dramatically since 1972. (See Graph #3 in Appendix) This growth has accelerated in the last three years to a point where there are 90+ inmates per year added to the population at the prison. The capacity of the prison will be exceeded by the end of 1979 if this trend continues.

The pertinent questions are: how fast will the inmate population at Montana State Prison grow and how long will it continue?

### POPULATION AT RISK

In analyzing the growth of inmate populations the most commonly used predictor is the "population at risk." This is the number of people in the age group most frequently represented in prison populations. Several different age groups have been used as "at risk" in the past. The National Clearinghouse for Criminal Justice Planning and Architecture did a study in the early part of 1977 for Montana using the age group 18 to 34 as the "population at risk." It predicted an increase in the prison population to peak at year 2000.

The definition of the population at risk can be narrowed to include only males between the ages of 18 to 30 as this grouping includes 70% of the prison population. This group is increasing in size in Montana and will continue to do so until 1981. (See Graph #2 in Appendix) But between 1972 and 1978, while the 18 to 30 age group increased by 29.8%, the population at Montana State

Prison increased 114%. This would indicate that the increase in Montana State Prison population is due to factors in addition to a rise in the "at risk" group size.

Estimates made by the National Clearinghouse now appear to be low and the prison population is increasing faster than anticipated. The estimated average daily population for 1978 exceeds the National Clearinghouse estimate for 1979.

The problem is not in estimating the size of the risk group but in predicting the incarceration rate, which is a ratio of the number of inmates to the population of the State. This rate is affected by liberal political climates and "get tough" periods. During the last 15 years in Montana, the incarceration rate has gone from a low of 36 inmates per 100,000 Montanans to a high of 105 per 100,000. There have been periods when the prison population decreased while the "at risk" group's size was increasing; thus causing the incarceration rate to decline.

To understand the changes in the incarceration rate, it is necessary to analyze admissions and losses to the prison. The two major types of admissions are regular admissions and parole violations. Regular admissions increased rapidly in 1975 and 1976, and have decreased slightly in 1977 and again in 1978 to show a four year increase of 44.3%. The prison population rose 65.3% during the same time indicating that there were other factors involved with regular admissions in increasing Montana State Prison populations.

One factor is parole violations, which have increased 140% in four years while the number of people on parole has only in-

creased 45.4%. The biggest jump in parole violations was in 1978, which showed an 86.4% increase over 1977.

Parole violators have a greater impact on the prison population than an equal number of regular admissions, because the Board of Pardons' policy is to make a parole violator serve the remaining portion of his sentence. For example, with a five year sentence, the required amount of time served would be one-fourth of the term, or 15 months minus good time, which for this example could be 15 days a month. The individual would serve ten months actual time in prison if paroled at the first opportunity.

If a parolee then violates the terms of parole within three months, he has the remaining 42 months of his sentence to serve minus good time which could shorten it to 28 months actual time served. The 28 months served for a parole violation is over twice and almost three times as long as the average length of stay for a regular admission. Therefore one parole violator with a five year sentence has the same impact on the prison population as 2.8 regular admissions. Three-fourths of all parole violations are for technical violations of the conditions of parole.

There are two major types of decreases to the prison populations: paroles and discharges.

Paroles have increased slightly (11.4%) in the last four years with a small decrease in 1978 over 1977 levels. (See Chart #7 in Appendix) There was a decrease in the number of parole cases heard in 1978 over 1977. During the period 1976 to 1978, there was a 29.8% increase in prison population, but only a 6.5% increase in the number of cases interviewed for parole. This shows that in

1978 there were fewer inmates reaching parole eligibility than in recent years possibly due to longer sentences.

The percentage of first time offenders being interviewed for parole decreased 17% in two years. In other words, there are more repeat offenders among the people being interviewed for parole. Because of this, there has been a slight increase (1.3 mo.) in the average length of time served before parole. Yet this does not completely explain why there were fewer people reaching parole eligibility in 1978.

At present there is no accurate information on sentencing and changes in length of sentence, but the Offender Based State Correctional Information System (OBSCIS) should be able to generate this type of information in the near future.

Another area that affects the prison population is the net annual change from admissions and losses. There have been more admissions than discharges: in 1974 there was an increase of 23 inmates; 1975, + 40 inmates; 1976, + 111 inmates; 1977, + 71 inmates and 1978, + 109 inmates. The five year average is 70.8, but the average for the last three calendar years is 97.

Some of the variables used in projecting offender population projections are the crime rate and sentencing practices.

#### CRIME

The Montana Board of Crime Control's 1977 Annual Report shows total index crime in Montana down again for the second year, although crimes against persons are up 20.5% from 1976. (See Chart #6 in Appendix)

This could have an impact on Montana State Prison population in several ways. The overall reduction in the number of crimes reported could mean fewer people are being sentenced to Montana State Prison, but the increase in violent crimes could mean that offenders sentenced to prison have longer terms. It is possible that the reduction in total crime could be more than offset by the increase in violent crimes as reflected by Montana State Prison populations.

#### SENTENCING

The final source of impact to be studied should be the "get tough" legislation passed by the 1977 Legislature. All of the bills passed have the effect of increasing the actual amount of time served by an inmate, and therefore, the average daily population of the prison. The impact of this legislation cannot be fully assessed at this time as it has not been in effect long enough. But by the end of 1979, OBSCIS should be able to show any changes in length of stay at Montana State Prison.

#### PROJECTIONS

In the analysis of the factors affecting the prison population it was shown that the size of the "at risk" group is increasing and will do so through 1982. This has the tendency to produce a "gentle" upward pressure on the prison population. Factors with the most impact increase the incarceration rate, such as increases in the number of parole violators, the policy change of the Board of Pardons, the "get tough" legislation and possibly the increase in

violent crime. It is not likely that there will be any major changes to these factors that will reverse the current trend until at least 1981 and possibly as late as 1983. Also, there is a lag time between the implementation of any changes and the impact on the prison population. This lag time is often a year or more.

The hardest estimate to make is when the population will peak and then level off. This will definitely depend upon variations in the social or political attitudes which change the incarceration rate, plus the availability of sentencing alternatives. These changes cannot be accurately measured in advance, so projections have to be based on the current incarceration rate.

Given the incarceration rate in 1978 and 1979 to date, the best estimate of the rate of prison population growth would be "business as usual" in 1979 and 1980, and then a slowing of the growth in 1981-82. Then, by 1983-84 the population should begin to level off, and unless legislation is enacted that increases the incarceration rate, the population should begin declining in 1985 and continue through 1990. (See Graph #4 in Appendix) Given this rate of growth the inmate population will exceed the maximum capacity of the prison throughout the planning period (FY 80-85).

#### PRISON CAPACITY

The purpose of the prison is to provide for the protection of society and the humane care and treatment of male felons sentenced by a district court. As stated above, the most critical problem at the prison is the population, which may mean that the institution is suffering from overuse. The prison is well suited

for handling the dangerous or repeat offender who cannot be dealt with in any other way. But as a 1978 Master Plan survey of prison inmates revealed, 41 per cent did not present a substantial threat to society and could be kept in community corrections rather than sentenced to the prison. (See Exhibit 17 in Appendix) The high cost of prison, the maximum security custody and the overcrowding should be sufficient reasons for the judiciary to use the prison only as a last resort when sentencing felons. The prison is a part of the corrections system, albeit a major one, but it should be considered as part of a larger picture and not as the corrections system.

The prison's capacity will be 480 with the completion of the two 96 man close security units by the fall of 1979. If two bunks are placed in each cell of the new buildings, the capacity will become 672\*. But this is not recommended, unless it is absolutely necessary as a stopgap measure. The prison was designed to hold no more than 480 inmates, with the two new buildings, and a population beyond that would lead to overcrowding and increased expenses due to the extra staff and services (sewage, water, food, recreation, etc.) demanded by the overabundance of inmates. Montana State Prison should not be perceived as a prison with a capacity of 672, for this would increase the likelihood that it would always go beyond its rated capacity of 480.

RECOMMENDATION: The inmate population should not exceed 480, and that the two new close security units should not be double-bunked except as extraordinary measures to accommodate a temporary increase above the population ceiling.

\* This does not include maximum security.

Montana's population is projected to be 860,000 in the mid-1980's (Montana Population Projections, 1977, p.34). This suggests that there be no need for more prison construction for the next five years because of the small State population. The high cost of construction, currently at \$3 million for another 100 bed unit, and the high cost of incarceration (\$10,200 per year per inmate)\*, suggests that the State invest its scarce correctional dollars in more appropriate forms of treatment for the majority of offenders.

It is generally recognized that the availability of a new prison or addition to an existing prison means that the facility will be filled to capacity quickly.

A state the size of Montana should need no more than a 480 man prison to meet its correctional needs, especially as more community corrections alternatives are made available to the judges. (See the Community Services Bureau section.) The Master Plan survey of judges indicates they would use community correctional alternatives if they were available.

RECOMMENDATION: New prison construction should be considered only as a last resort to accommodate an inmate population crisis.

In keeping with a ceiling of 480 for the new prison, the State should close down and sell the old institution in downtown Deer Lodge. Its continued operation is counterproductive in terms of economics and sound correctional practice. Running the old prison takes 79 full time employees. When the old institution is closed,

\* The cost to the Department of Institutions is figured by subtracting the cost of the ranch and tag plant from the prison's budget, because the ranch supplies food for other institutions and the tag plant provides license plates to the State.

29 employees may be deleted from the payroll. The others would have to be retained to absorb the 300 plus inmates at the old prison into the new institution.

It costs \$1.2 million per year to keep the old prison open. Much of this goes for the duplication of services that would not be needed if all inmates were at the new prison. The old prison was built in 1870 and would cost at least \$4.5 million to renovate. Attempting to maintain it merely postpones the inevitable, which is abandoning and closing it to future use by the State. The new prison was built at a cost of \$9.5 million with the understanding that it would replace, and not augment, the old institution. Furthermore, the prison has absolutely no chance of accreditation by the American Correctional Association if the old institution remains open.

RECOMMENDATION: The old prison should be closed when the two new close security units are completed. If necessary, the new units should be double-bunked only as long as it is necessary to house all of the prisoners from the old institution.

#### ACCREDITATION

In keeping with division policy, Montana State Prison should prepare for, and seek, accreditation by the ACA as soon as possible. Accreditation will insure that the prison is meeting the highest standards of humane care and treatment of the inmates. But accreditation hinges on abandoning the old prison and centralizing operations at the new institution.

RECOMMENDATION: The prison should prepare for accreditation immediately and apply for it as soon as possible after the old prison is closed.

### PRISON INDUSTRIES

Idleness is a major problem of imprisonment. Productive inmates are less likely to get into trouble and their labor can be economically productive to the State. They are also more likely to learn good work habits and labor skills to help them find jobs upon their release as a result of a productive work program.

In 1978 the Department of Institutions contracted for a four month study of prison industries. The report was published in December, 1978. Most of the recommendations in this section are taken from this report.

Prison industry products are sold to public agencies since competition on the free market is prohibited by State law.

The industries currently in operation at the prison and the number of inmates employed in each are as follows:

- 1) Mattresses made for the prison: 21 inmates employed.
- 2) Wood and metal furniture refinishing: 34 inmates.
- 3) Metal furniture manufacture: 22 inmates.
- 4) Upholstery: 22 inmates.
- 5) Printing: 20 inmates.

A total of 119 inmates are employed by these industries, and up to 26 more may be employed in the same areas.

State law (80-1501, M.C.A.) allows for a revolving fund to be established to encourage the growth of prison industries, but there is no money presently in the fund. Money has not been requested for the fund, except for the printing industry, because it is expected that the industry program will pay for itself from the profits

made through sales to public agencies. Profit made from prison industries for a six month period in 1978 was \$3,255 which went into the prison industries' revolving fund. More industries would be useful at the prison to employ more inmates and to generate revenue for the industry program.

A building is required to provide the room necessary to accommodate additional industry at the new prison. There is not enough space to allow for any more industry to be developed at the new prison. The Prison Industries Report recommends that a building should be built at the new prison to house the industries program. (Hansen, 1978, p.86)

RECOMMENDATION: A 27,000 square foot building should be built for the prison industry program.

The cost of this building would be \$342,576 in 1978 dollars.

An industries consultant, John R. Wald and Co., surveyed the industry situation at the prison, and recommended that the following industries be developed because of the available market for the products and the projected profitability. The State's Prison Industries Report concurred with Wald's proposals. If these industries become reality, annual sales to public agencies should be \$975,150, with an annual profit of \$235,000. (Hansen, 1978, p.87) Profit from other prison industries around the country sometimes is as high as 20%. (MSP Prison Industries Plan, 1978, p.10) It can be safely assumed that the proposed industries will be profitable to the point of paying for themselves while producing income to be used for future industrial expansion. The proposed programs

will employ an additional 78 inmates, for a total of 223 prisoners.

A school bus restoration program would employ 20 inmates and repair all school buses in the State. J.R. Wald estimates that \$40,000 of profit can be expected annually, based upon a 20% profit margin on a \$200,000 business expectation. (MSP Industries Report, 1978, p.78) There would be three categories of restoration:

- 1) Minor, cosmetic work on buses three to four years old.
- 2) Medium cosmetic and minor mechanical work on buses four to eight years old.
- 3) Major cosmetic and mechanical repairs on buses eight years and older.

A city-county street sign industry would employ 22 inmates and make signs for all cities and counties in the State. Annual sales are projected to be \$100,000, with a \$20,000 profit. (MSP Industries Report, 1978, p.80)

A radiator repair shop would repair radiators for all State agencies that use vehicles and hot water heating systems. The shop would employ 11 inmates. Sales are projected to be \$15,000, with a profit of \$3,000 annually. (MSP Industries Report, 1978, p.80)

A jail equipment industry would manufacture metal bars, doors, beds and other furnishings for city and county jails in the State. Twenty-five inmates would be employed. No figures are available on projected sales and profits.

RECOMMENDATION: The prison should develop the school bus renovation, street sign, radiator repair and jail equipment manufacturing industries as soon as the space and funds are available.

Funds for these programs should come from the prison industries revolving fund and the space will not be available until an industries building is built. Since the proposed industries depend upon

space that must be made available, the prison should make every effort to provide the necessary space through temporary buildings, such as metal Quonset huts or similar structures. This would allow these industries to become a reality without having to wait for the construction of the new industries building.

The National Advisory Commission's Corrections Report recommends that inmates should be compensated for their labor at the prevailing free labor wage rate in the surrounding community. (p.387) The maximum wage at the prison now is a dollar a day, which does not present much incentive to work or to perform well. Money earned in prison would assist the inmate after getting out of prison. Consideration should be given to using the profit from prison industries to pay the inmates.

RECOMMENDATION: The prison should seek funds from the 1981 Legislature to pay inmates \$1 an hour for working in prison industries. Then request \$2 an hour in 1983 and \$3 an hour in 1985, to make prison industries salary scales more equitable with that of free labor.

The prison ranch is a big business. It employs 68 inmates, and cost \$918,000 to operate in Fiscal Year 1978. It generated \$889,000 of income in 1978. The ranch supplies all of the department's institutions with beef and some with dairy products. This is a considerable savings to the State, especially with beef prices soaring with little relief expected in the foreseeable future. If the ranch would be leased, and the cattle herd sold, the State would be at the mercy of the beef market prices, and 68 inmates would be idled. Idleness is one of the most debilitating effects of incarceration, and the prison industries program, even if expanded

as recommended above, could not absorb the inmates if the ranch were leased.

RECOMMENDATION: The ranch should be retained by the prison to provide beef and dairy products for State institutions and employment for inmates.

#### TRAINING

The prison trainer sets training schedules to provide new employees with 40 hours of orientation training. An additional 40 hours of refresher training is offered after three years of service. This training covers general policy and procedures, marksmanship and first aid for the correctional officers.

Besides the regular orientation, University of Montana professors periodically teach courses for staff in psychology, sociology, interpersonal skills with inmates, security and treatment.

There has been a lag of one to three years on follow-up training. This could be corrected with ongoing annual training.

RECOMMENDATION: All new personnel dealing directly with inmates at the prison should receive 40 hours of orientation training and 40 hours of continued annual training.

Another problem has been a lack of funds to replace correctional officers in training. When officers are trained, it is necessary that another officer take the trainee's place to staff the prison.

RECOMMENDATION: The division should request additional employees to replace personnel involved in an ongoing training program.

Employees who take extended training courses for two to three weeks, such as at the Montana Law Enforcement Academy, must use their vacation time. Training offered by MLEA includes search and seizure, riot control, photography and radio dispatching. Room and board is \$5.40, which is now paid for by the trainee. The Board of Crime Control made correctional officer training a top priority in 1977.

RECOMMENDATION: The prison should pay room, board and salary for employees in training at MLEA.

Exchange programs with other correctional institutions have been useful. This allows employees another perspective and may help them become more productive. Employees who have been trained this way have returned with a better attitude toward their work and with the willingness to put new ideas into action.

RECOMMENDATION: The Corrections Division should encourage an exchange of employees with other states for a one or two week period for training in their particular job area. Salary, travel and per diem should be paid to encourage people to participate in this program. Guidelines for the program should be made by the Division Administrator and trainer.

#### FORTY-FIVE DAY EVALUATIONS

The 45 day diagnostic and evaluation program at the prison provides district courts with psychological evaluations of convicted felons and recommendations for sentencing.

The program has been a success. A 1978 Master Plan survey of district court judges revealed that 82% of them thought the evaluations were adequate for their needs. Prison records show that 80% of the recommendations have been followed by the courts. An

average of 120 offenders are evaluated annually, and only half are sentenced to the prison.

The average number of beds used by the program has been ten. Population pressure might lead to stopping the program to make beds available for sentenced inmates. This would deny the district courts a valuable service.

RECOMMENDATION: The prison should keep ten beds available at all times for the 45 day diagnostic and evaluation program.

#### PERSONNEL

The average length of service for correctional officers in 1978 was 12½ months. This rapid turnover is caused in part by low salaries. Many of the officers, whose starting pay is \$9,900, must hold a second job to support their families. Since officers receive 40 hours of orientation training their first year, the State loses much of its investment in trained personnel when they quit after one year. Since low pay is a source of dissatisfaction to most employees, the division should take the steps necessary to remedy the low pay of all prison personnel.

RECOMMENDATION: The pay of all prison personnel should be made competitive with that of surrounding states.

#### FEDERAL PRISONERS

The State enjoys reciprocity with the federal government concerning prisoners. Montana State Prison will hold nearly one dozen federal inmates at any given time, charging the federal government

\$28 per day, plus \$4 daily that goes into a fund restricted for recreation and training. Recalcitrant inmates are sometimes sent to a federal prison and the \$4 per day for each federal inmate produces income for the important areas of training and recreation.

RECOMMENDATION: Consistent with the space requirements of Montana inmates, the prison should continue its prisoner exchange agreement with the federal government.

## SWAN RIVER YOUTH FOREST CAMP

Since 1975 Swan River Youth Forest Camp has been responsible for youthful offenders, ages 16 to 25. It has become apparent that due to Federal case law, guidelines and regulations, juveniles and adults should be in separate facilities. In addition, the adult offender population is undergoing a dramatic increase while the juvenile offender population is expected to remain stable for the duration of the planning period. This creates a need for more beds for offenders over 18 years of age in correctional programs. Therefore, only those youthful offenders between the ages of 18 and 25 should be placed in this vocational/work oriented facility. This reduces the need of revamping programs and facilities to accommodate the juvenile population. However, with division approval, special exceptions may be made regarding this policy.

RECOMMENDATION: Only youthful offenders between the ages of 18 and 25 should be placed in Swan River Youth Forest Camp.

The population capacity of the facility is 50 inmates and it must be maintained at least at that level if cost-effectiveness is to be realized. A recent survey indicated that approximately 44% of the prison population is between the ages of 18 and 25. Methods to expand the camp to 70 beds for the duration of the adult offender population crisis should be explored. The expansion of the program should be contingent upon maintaining an adequate staffing ratio and the construction of a multi-purpose building at the camp. (See recreation section)

One method to ensure that the camp is kept at capacity is to improve the intake process, whereby the superintendent or his representative meets monthly with the classification board at Montana State Prison to screen Montana State Prison inmate applications for placement at Swan River Youth Forest Camp.

RECOMMENDATION: The camp population should be maintained at its maximum capacity at all times and methods to expand the capacity to 70 beds should be explored.

The survey of district court judges indicated that they would like to sentence offenders directly to Swan River. Although direct commitment to Swan River is no longer statutorily provided, administrative procedures could be established by the division that would allow selected offenders to be sent directly from the court to the camp without going to the prison for intake and classification. The probation and parole officer doing the pre-sentence investigation would become the liaison between the court and the Division Administrator's office.

This process should only be used for offenders who are clearly appropriate placements for the camp and who would benefit from the work experience. The majority of the offenders would still come to the camp through the prison's classification process.

RECOMMENDATION: There should be an administrative procedure in the administrator's office to allow direct commitment to the camp.

## PROGRAMS AND SERVICES

Master Plan research indicates that this facility has established an excellent record. This information comes not only from

criminal justice officials throughout the State, but from offenders themselves. The Swan River Camp provides an esthetic environment that many offenders have never experienced before, as well as emphasis on the traditional work ethic. It also provides an opportunity to gain vocational skills in the areas of forest management, fire control, equipment operation, maintenance, mechanics and carpentry.

Average length of stay from six to eight months is considered by the staff to be programmatically ideal.

RECOMMENDATION: Length of stay should not exceed eight months unless justified in writing and approved by the Corrections Division Administrator.

#### Wood Products Industry

Swan River provides an ideal setting for a wood products, vocationally oriented program. Within the State, there are over 600 private saw mills and the Wood Products Industry accounts for a sizeable portion of employment.

A small, portable type saw mill can be purchased at relatively little cost and placed on the camp site. There is also a possibility that the machinery could be donated to the camp by a wood products company. The inmates would be instructed in wood handling, sorting, guiding, cutting and grain quality assessment. This should provide the inmates with a sufficient amount of training to qualify for employment.

RECOMMENDATION: A portable saw mill should be purchased and a wood products vocational program should be established.

#### Education Program

Swan River does not have an accredited school because the offender is not in residence long enough to follow a set curriculum. However, the individualized G.E.D. program had the highest number of graduates (47) of any correctional facility. Yet 57 inmates in 1977 had to be transported to the Kalispell Community College (the closest testing site) at an average yearly cost of \$2,385.00. During the summer, testing is not available and inmates are denied the opportunity to obtain their G.E.D.

RECOMMENDATION: That the program be established (through the Superintendent of Public Instruction) as a General Educational Development test center for obtaining High School Equivalency Certificates.

The official who gives the test should be designated by the Superintendent of Public Instruction.

#### Recreation

The Corrections Division does have an obligation to supply recreation to Youth Camp residents if recreation is viewed in the proper context. The goals of a recreation program should include the following: 1) The proper use of leisure time in a way that will help improve a youth camp resident's life style. Leisure time is available in relatively large blocks of time, approximately 3,500 hours per year. 2) Improve self-images in terms of physical fitness. Physical well-being is directly associated with the ability to learn, and the ease with which personal relationships are established. One part of the youth camp's treatment program is geared to the physical assessment of each individual and a program profile is developed

from these assessments which leads to a treatment program designed to meet each individual's needs. 3) Satisfaction derived from helping others and personal growth should be achieved by learning to do things for others.

One criticism of an institutional recreation program is that too much emphasis on recreation turns a correctional facility into a "holiday resort". The privilege for recreation must be earned by good conduct and performance and can be taken away as punishment for improper conduct. Leisure time is defined as that time free from work and other activities necessary for survival. In order that there be a block of leisure time, there must also be a block of work time. The youth camp's philosophy of recreation seeks to give structure and positive direction to the use of leisure time. There is very little winter recreation currently available to the youth camp residents. There is no recreational facility building available to use for indoor recreation. One night each week during the winter, the Bigfork High School gym is rented and the residents are bussed there for basketball, etc. The only other recreation available is pool, ping pong, cards, table games, watching TV, etc. A boxing team is trained and boxes the local clubs around Missoula, Kalispell, etc., but only a few of the boys have a desire or the ability to make the team. The need for more winter recreation is great. Some form of constructive recreation should be available for all the inmates.

RECOMMENDATION: A multi-purpose center should be constructed as soon as possible to provide room for the inmates' recreation and training especially during the winter months and located next to the present lodge building.

The center should be a gym-like, open, versatile facility with enough space for the educational program, forestry technology, training and activities such as ceramics, crafts, basketball, volleyball, court games, physical conditioning, and photographic processing.

#### Outward Bound Program

A small Outward Bound program was initiated at the camp in 1978. Master Plan recommends that because of the positive results achieved as a result of the program, every effort should be made to expand its use.

The Outward Bound program not only offers an esthetic experience, but is designed as a form of prescriptive programming that can measure attitudes, values, interpersonal and group communication, spiritual, moral and ethical values, environmental awareness, survival skills and physical fitness.

RECOMMENDATION: That the Outward Bound program be gradually expanded throughout the planning period to involve more activities and involve a larger number of inmates.

Existing staff could provide instruction and supervision for field trips.

#### PHYSICAL FACILITIES

At the present time, Swan River may be in violation of some recent right to privacy rulings. The dormitory has an open sleeping area for the entire inmate population and open gang-type showers in the locker area.

RECOMMENDATION: The dorm area should be remodeled as soon as possible to provide for personal privacy and to conform to right to privacy requirements, even if this involves expansion of the main lodge.

Because of the camp's location, it would be cost-effective to convert the central heating system in the dormitory area to wood-fueled heat. The main fireplace at the present time is for effect only. A stove insert would suffice for heating purposes.

RECOMMENDATION: Wood-fueled heat should be used wherever possible to heat the facility.

Further, there is a possibility that all water could be heated in this fashion.

## STILLWATER FOREST CAMP

Over 40 per cent of the prison population is within the age limits for admission to the Swan River Camp. This is in excess of 300 offenders in the current prison population. If Swan River was expanded to 70 beds it would still handle less than half of the eligible offenders. The successes established by the existing camp program indicate that this form of incarceration provides an environment conducive to rehabilitation. As the prison population continues to rise, the concept of an additional camp appears to be both cost-effective and programmatically sound.

The Master Plan staff, members of the Corrections Division and representatives of the State Forestry Division met to discuss the feasibility of creating another forest camp. Three State forest areas were selected that could support a camp of 75 to 100 inmates, with more than enough work to occupy the time of these offenders for many years to come. The three State forest areas discussed were, the Stillwater (90,000 acres), Thompson River (23,000 acres) and the Clearwater-Lincoln (33,000 acres).

The Stillwater State Forest site near Olney, Montana was selected as the best site, and staff for the proposed camp could commute easily from either Olney or Whitefish. Further, the State Forestry Division is considering moving its Stillwater headquarters, as a combined move with the establishment of this proposed camp and would be to the mutual benefit of both departments concerned.

Criteria for eligibility to the camp will be the same as that for entry into Swan River except that there will be no upper age

limit to allow some older offenders to benefit from this program.  
This will work to directly alleviate the prison population problem.

Cost estimates for such a camp are approximately \$2½ million.

RECOMMENDATION: A minimum security forest camp should be established in the Stillwater State Forest.

## COMMUNITY SERVICES BUREAU

The Community Services Bureau was established within the Corrections Division in 1976 in response to the growing trend toward community-based corrections. The following excerpts from United States Chamber of Commerce publication Marshaling Citizen Power to Modernize Corrections, (1971, pp.5-9) best summarize the intent of community-based corrections:

- ...as alternatives to incarceration...
- ...a means of facilitating reintegration of the offender back into the community following release from an institution...
- ...it is more successful and less costly to society than prison...
- ...only 20-30% of present inmates represent a danger to society and must be securely confined...the remaining 70% can be rehabilitated in less restrictive local institutions...in the community...
- ...A considerable and impressive body of evidence has been accumulated indicating that corrections in the community is more effective in reducing recidivism...
- ...is almost always more economical...has a substantial cost/benefit advantage...

Community corrections in Montana has had a troublesome beginning. Most problems stemmed from myths derived from the fear of criminals by the citizens. The public has not been properly educated in the concept of community corrections and the resultant myths have had an adverse affect on community-based corrections. Citizens living in the vicinity of a proposed site for a community-based facility fear for the well-being of not only themselves, but their children, relatives, and property values. Most of these fears are blatantly unfounded.

Offenders placed in such community correctional centers generally prove to be good neighbors and the facility and grounds are continually maintained. Property values do not decline as a result of a community center. Studies done in Portland, Seattle and San Diego found no discernable decline in property values. (ABA Cost Analysis of Halfway Houses, 1975, Vol. II.) In many cases, property values may increase, as facilities are often remodeled to accommodate the residents. Residents of community centers have a self-serving desire to refrain from any form of criminality in their area of residence, as they realize that it would have a negative effect on their "home." They also realize, without the existence of such a community setting the alternative is incarceration or release without any form of support.

Studies done in St. Louis, Mo., Cincinnati, Ohio and Waco, Texas found no demonstrated excess of crime occurring in neighborhoods where community correctional centers existed. In a six year study done in Oregon only 0.6% of additional crimes were committed in such neighborhoods. In 1973 a comparable study was done which showed crime rose 4.2% in areas without correctional centers.

(ABA Cost Analysis of Halfway Houses, 1975, Vol. II.)

Offenders are carefully selected for community corrections in Montana and are chosen because they are not dangerous and do not present a substantial threat to society. A 1978 survey revealed that 41% of the prison inmates could be housed in a community correctional center without endangering the public. (See Exhibit #17 in Appendix)

The Missoula Life Skills Center was the first State community correctional center ever attempted in Montana. The center opened in October, 1977 after some controversy. Generally, a great deal of the public controversy probably could have been avoided by properly informing the public about community corrections and refining the entry process into the community. However, Montana at the time had no precedent in this mode of correctional programming and the new concept created resistance in the community. Generally, Montana citizens were not ready to accept such a new idea without a precedent.

The Missoula Life Skills Center was indeed a learning experience for all involved. The precedent was established, and the community entry process refined to the extent that little community opposition occurred during the creation of the Billings Life Skills Home for Women. Both centers received national accreditation by the Commission on Accreditation for Corrections in 1979. The following appeared in the Criminal Justice Newsletter in February 1979 and gives an indication of the criteria and importance of accreditation for community-based programs.

- ...The Montana Bureau of Community Services on February 6 became the first state community corrections agency to be accredited by the Commission on Accreditation for Corrections.

Accreditation signifies compliance with almost all of the 195 standards for adult community corrections approved by the commission and the American Correctional Association in May 1977. (Volume 10, #4)

## CENTRAL OFFICE

The Community Services Bureau central office consists of one Bureau Chief and a Work Furlough Coordinator. Secretarial support is shared with the Division Administrator on a time available basis. Master Plan research shows that the current secretarial work load for Community Services is very high and is sufficient to justify additional secretarial support for the bureau.

RECOMMENDATION: The Community Services Bureau should be provided with additional secretarial support.

The Bureau Chief also has a high workload that should be alleviated to allow the Bureau Chief to frequently visit the bureau's facilities and programs. As one major task requires close coordination between State and local communities, the Bureau Chief should make continual contact with community leaders, public interest groups, private and public service vendors, as well as the citizens through public information seminars. Due to the expansion of Community Services additional administrative staff is necessary.

RECOMMENDATION: The Bureau Chief should have additional administrative staff.

Community-based corrections in Montana should expand. The Master Plan places much emphasis in this area because it has proven to be a successful form of correctional programming. Traditionally we have institutionalized non-dangerous offenders. This has been largely a failure, because of the high cost and failure to deter crime. All modern criminological research and theory indicates that community-based corrections is working far better than was

originally expected and it is definitely more effective than prison rehabilitation programs. Community corrections should not be seen as a panacea, but is considered to be the major thrust of this plan. National research in this area indicates that graduated community-based societal reintegration programs are effective in reducing recidivism. (LeCair, Social Reintegration and Recidivism Rates, 1978) This study indicated that expected recidivism rates were reduced by one-half as a result of community programming.

Employment also has a major impact on successful reintegration. Available analysis usually indicates that clients involved in employment oriented programs experience lower rates of recidivism than other ex-offenders. (National Evaluation Program, Series A, #19, p.xii)

Community-based facilities are by far the least expensive, cost-effective alternative facing corrections. New prison now cost the taxpayers \$45,000 to \$50,000 per bed to construct and from \$5,000 to \$20,000 per person in annual operating costs. (Halfway Houses for Non-Dangerous Offenders, Chamberlain, 1977)

Currently, Montana is facing a prison population explosion. All alternatives from remodeling the old prison (\$4.5 million) to additional construction at the new prison (\$6 million) have been weighed. All far exceed the costs of expanding community corrections to more effectively deal with the problem. If the offender population declines, community programs can be phased out, whereas a prison building would remain indefinitely.

### Definition of Bureau Responsibility

The Master Plan has carefully assessed whether the Community Services Bureau should continue to operate both pre-institutional and post-institutional facilities. Our conclusion is that the nature of a probationary form of sentence indicates that the offender can function in the community with minimum supervision without posing a substantial threat to the public safety. These offenders, although supervised by State Probation and Parole officers, are accountable to the sentencing court of jurisdiction, not the Corrections Division. This judicial authority has created jurisdictional problems in State operated pre-institutional centers.

Although there is a recognized need for facilities for pre-institutional offenders, the State, during this period (because of the prison population), has a far greater need for gradual post-institutional community integrative programming for the next six years.

Funds should be made available to the Community Services Bureau to promote private and public organizations to develop halfway houses. These facilities could then contract with the bureau for additional community-based bedspace for pre-institutional as well as post-institutional placements.

It is therefore recommended that the division be allotted funds to contract for bedspace with private community organizations to establish centers who meet fire and life safety codes and strict departmental standards for such centers.

The State standards will be created for the department by the Corrections Division, and all such centers will fall under the

control of the Community Services Bureau whose responsibility it will be to approve community-based facilities for use by the State.

All contracts will be calculated at the current fee for such services based on the cost for comparable services from state operated centers. This cost in 1978 dollars is approximately \$20.00 per bed per day as compared to \$28.00 per day for incarceration at Montana State Prison. This offers the Corrections Division a savings and further expansion of existing or planned community service bedspace.

Funds should be earmarked for this specific purpose as a line item in the Corrections Division Community Services Bureau budget. The amount of funding should provide additional beds for 50-100 residents per year. The advantage of a state subsidy in a community residential center will create incentive for the development of more alternatives within the corrections system by providing the seed for expansion of a private community-based network.

RECOMMENDATION: Funds should be made available to the bureau to contract with private and local public organizations for 25 contract beds per year during the planning period.

### REGIONAL PRE-RELEASE CENTERS

The National Advisory Commission on Criminal Justice Standards and Goals "considers community-based corrections as the most promising means of accomplishing the changes in offender behavior that the public expects - and in fact now demands - of corrections." (Corrections Report, 1973, p.221)

All Master Plan research strongly suggests that community-based programming is a necessity and that district court judges will use them. Rehabilitation and reintegration of the offender as a law-abiding citizen can be realized as a result of such community programming, because it is more realistic to work with the non-dangerous offender in the community to which he will return than in an institutional environment. (SRA Counselors Study, 1978, pp.4, 5, 7-14)

As mentioned earlier, the prison population boom will generate a greater amount of parolees as over 99% of all inmates are eventually released. Uniform Crime Report data indicates that approximately 68% of persons arrested have previous arrest records. (1970, p.37) Lloyd E. Ohlin, in his 20 year study of over 17,000 prisoners, found that the most stable and efficient predictor of parole success was employment opportunity. Offenders with inadequate job prospects have a 65% parole violation rate. (Selection for Parole, 1951, p.54)

In Montana, 50% (See Chart #7 in Appendix) of all parolees return to prison. Master Plan studies indicate that gradual reintegration is extremely important and necessary if successful rehabilitation is to be accomplished. "Almost all of those confined experience a feeling of fear and insecurity...because of the abrupt change from structured living..." (SRA Clients Study, 1978, p.5) Most do not have sufficient knowledge for basic survival as a citizen such as: to know "how to apply for a job;" "how to use non-working hours;" "what size of underwear to buy;" "knowing not to get an \$18 shirt to wear to work as a cook;" "finding and keeping a place to live." (SRA Clients Study, 1978, pp.11, 8)

Master Plan research shows that for each parole violator returned to the prison, the length of time served increases three times, or, more simply stated, one parole violator equals roughly three new inmates in terms of total length of time served. This has a devastating effect on the population of the prison. This "revolving door effect" breeds a more sophisticated prison population that exceeds the State's statistical quota. A report of a Massachusetts study indicates that "Pre-release centers have gone beyond the scope of simply easing the transition from prison to the street, and have in fact, demonstrated an ability to assist the offender in becoming a productive, law-abiding member of the community, while costing less to create and operate than correctional institutions." (Chamberlain, 1977)

It seems logical for community services to develop regional pre-release employment oriented programming to alleviate this problem.

Our statistics show that given the current population of the prison, 41% would be appropriate placements for community-based facilities. (See Exhibit #17 in Appendix) At any given time, up to 150 inmates are within three months of parole eligibility. There is an ample parole population to justify three, 40 bed pre-release centers, located in three separate geographical areas.

The three areas should conform to the three regional divisions as divided by the Probation and Parole Bureau. They would be placed in Missoula (Western Region), Great Falls (Central Region) and Billings (Eastern Region). As the regional offices of the Probation

and Parole Bureau are located in these cities and are the largest of the field offices, coverage of the inmates once paroled would be insured with a minimum caseload impact and a maximum of control.

A population of 25 to 40 inmates is considered to be program-matically sound given this type of community-based center. A population of 40 is cost-effective, although any more would begin to jeopardize the individualized environment which is the strength of the community-based center.

Geographically, three regionally located facilities in the above population centers would place the parolee in the proximity of the area to which he intends to return.

The timetable for implementation is dependent upon prison population projections. (See Graph #4 in Appendix) This indicates that the centers should be developed within the next two years. This would alleviate the population crisis at the prison during this period and establish a reintegrative program that should eventually result in decreasing the parolee recidivism rate.

RECOMMENDATION: Three regional pre-release centers should be developed by 1985.

These centers may be phased in, or out, depending on the prison population, and the number of expected parolees. Program-matically, the centers should concentrate on employment, vocational education, and basic living skills. Clientele should consist of appropriately screened, non-dangerous offenders who are within two to six months from their parole eligibility date.

Facilities should be leased using existing structures, such as abandoned hotels, rest homes and motels. This would not obligate the State to own the facilities once their usefulness has passed. The prison population and therefore the number of eligible parolees are expected to decrease sometime after the planning period. (See Graph #4 in Appendix)

Estimated cost for the facilities are based on 1979 dollars. The one time start-up costs are approximately \$42,000. Annual operating costs are approximated at \$452,000 for each center dependent on location, physical plant, etc. The total biennium costs would be \$2.8 million, as opposed to building two additional units to the prison (\$6 million plus \$1 million/year in operating costs). This alternative offers a program that can successfully integrate offenders into the community as law-abiding citizens. This is cost-effective because it is dependent on the number of eligible inmates and it can be phased out or converted to accommodate pre-institutional placements as the situation demands.

#### WOMEN'S LIFE SKILLS HOME

The Women's Life Skills Home is currently located in Billings. The facility houses 12 non-dangerous female inmates. Dangerous or recidivist female offenders are incarcerated in the Nevada Women's Prison in Carson City. Master Plan evaluated the Billings facility, and found that it was not as cost-effective as it could be if it were larger. Currently, female offenders must be incarcerated in

**CONTINUED**

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the Missoula County Jail for evaluation, observation and screening purposes, as the Billings center is not secure enough for this purpose. Cost per day and transportation costs in a jail facility 300 miles from the "home" are high. Further, there is a need for only one, centrally located facility of this type for the State. The community-based philosophy requires that family and other support systems have access to these offenders, especially in cases where children are involved.

The Master Plan recommends that the Billings program be re-located to a more central location. A centrally located major city could offer sufficient employment opportunity and easier access for supportive family ties. The facility should house up to 40 women to be cost-effective, with at least five secure rooms for initial evaluation, screening and detention. This would alleviate many of the problem areas that currently exist and accommodate those women currently housed in Nevada.

RECOMMENDATION: The Women's Life Skills Home should be re-located to a more central location and to accommodate no more than 40 female inmates with five secure detention rooms for evaluation, screening and detention purposes.

Once the women are moved from the Billings facility to a more central location, the existing building should be converted to a pre-release center until a larger facility can be obtained, remodeled and staffed. This larger facility would be one of the three regional pre-release centers.

RECOMMENDATION: The Billings facility should be converted to accommodate pre-release inmates until a 40 bed regional center can be established for the region.

#### MISSOULA LIFE SKILLS CENTER

The center currently houses two women and 14 pre-institutional and post-institutional offenders. The program modality is one that involves a large degree of personalized counseling. Master Plan consultants indicate that the U.S. Bureau of Prisons has found that only 30% of their offender population demands this type of individualized psychological counseling. As this may hold true for Montana, this 30% can more appropriately be counseled through contracted services. The remaining 70% need jobs, vocational education and basic living skills to ease the reintegration process.

Considering the plan to establish regional pre-release centers, and that every effort should be made to place pre-institutional offenders in contracted halfway houses, the Missoula program should convert its facility to accommodate pre-release inmates until a cost-effective, 40 bed regional facility can be located.

RECOMMENDATION: The Missoula Life Skills Center should be converted to accommodate pre-release inmates until a larger 40 man regional pre-release center can be established for the region.

#### WORK FURLOUGH

Montana's work furlough program began in 1975 as a concept to return carefully selected prison inmates to the community as productive, law-abiding citizens. The program is administered by a

full-time coordinator in the Community Services Bureau. Inmates apply for the program through their prison counselor and are sponsored by a volunteer citizen. Furloughs are granted by the Board of Pardons, and inmates are furloughed to the supervision of their sponsor. The board uses a grid system to determine furlough eligibility. (See Chart #16 in Appendix) A local parole officer investigates both the sponsor and the furlough plan and meets with the sponsor to review his responsibilities. Furloughs are categorized in terms of work, school or treatment. Successful furlough-ees are seen by the parole board on their regular parole eligibility date and once paroled, are dropped from furlough.

Since the program's inception, 36 men and 5 women have been furloughed. Six people have been returned to prison for technical violations, for a recidivism rate of 15%. This compares favorably with the recidivism rate for parolees, which was 50% in 1978.\* Of the three categories above, 14 men and 4 women have been employed, 19 men were enrolled in school programs and three men and one woman were furloughed to treatment programs.

In 1976, ten inmates were furloughed, 13 in 1977 and 17 in 1978, and it is projected that at least 20 inmates will be furloughed in 1979.

While a furloughee only has to have one sponsor, the average number has been two sponsors per furloughee. Furloughed offenders

\* This is figured by dividing the number of parolees in 1978 into the number of parolees who were returned for revocations in that same year.

are still legally inmates and are more restricted in their activities than a parolee. During the first 30 days of furlough, the offender must have daily contact with his sponsor. The sponsor may be assisted by the local parole officer, who is available for enforcement purposes and investigation of the offender, if required.

Should the furloughee violate the written contract approved by the Board of Pardons, then an informal conference is held with the furloughee, his sponsor and the parole officer. If the violation is serious and cannot be resolved, then an on-site hearing is held by the parole officer's regional supervisor. If it is found that the furloughee probably violated the term of his contract, then he is returned to the prison for a revocation hearing before the Board of Pardons.

The furlough program is valuable to both the State and the offender because it releases selected offenders back into the community for reintegration earlier than is possible on parole. As furloughees are supervised more closely than parolees, inappropriate actions will be discovered more readily on the furlough program. It also involves the community in the correctional process for individual offenders.

The State saves money on furloughees and is able to use scarce bed space in the prison for other offenders. The cost of work furlough is \$800 a year per furloughee,\* while it costs \$10,200 per year to keep an inmate in prison.

\* This cost is calculated by dividing the coordinator's salary and expense budget by the number of inmates released on furlough in one year.

Incarcerated offenders cannot be productive members of society. While in prison, they cannot earn wages, pay taxes, restitution, debts or keep their family off welfare. In 1976 the ten inmates who were furloughed made a total of \$24,155 in wages.

They also paid the following:

Family and child support	\$ 6,400
Taxes	6,000
Restitution and debts	1,550
Room and board	1,200
	<u>15,150</u>

The balance of the wages was probably returned to the community through the usual purchase of goods and services.

The concept of work furlough is based on the recognition that practically all inmates return to society from the prison, and that reintegration and economic productivity are increased if the offender enters a structured furlough program that prepares him for parole. Available resources in the community are used and the volunteers are not paid for their time and effort. The low return rate of furloughes indicates that the program does not decrease protection of society by releasing offenders prematurely.

This plan emphasizes cost-effectiveness, and given the savings realized by the work furlough program, without a decrease in public protection, it makes good correctional sense to expand the program.

RECOMMENDATION: The work furlough program should be expanded for appropriate offenders by encouraging more people to become sponsors.

Since work furlough depends on sponsors, a public information program promoting the concept would encourage people to volunteer to sponsor a furlougher.

RECOMMENDATION: The coordinator should publicize the program in newspapers, television and radio by accentuating the positive aspects of the program. Sponsors should be encouraged to relate their experiences to the press in order to solicit more volunteers for the program.

Partly because the furlough program is young, there have been some problems of coordination between volunteer supervisors and parole officers. Lines of responsibility and authority are not clearly delineated so that those involved in the program know exactly where they stand and what is expected of them. For instance, the sponsor is the furlougher's advocate, whereas the parole officer is the investigator and enforcement official. Communication and coordination are called for to prevent misunderstandings and problems from arising.

RECOMMENDATION: The Community Services and Adult Probation and Parole Bureaus should work out a standard operating procedure that delineates the authority and responsibilities of each bureau in the administration of the furlough program.

Other than a briefing by the furlough coordinator, meeting the furlougher and receiving a copy of the furlough contract, the volunteer does not have anything else to rely on in helping him to supervise and work with the furlougher. A handbook is needed to refer to as a general guide or to answer specific questions.

RECOMMENDATION: A volunteer handbook should be prepared by the work furlough coordinator to inform the volunteer on:

- intent of the program,
- coordination with the parole officer,
- work furlough law,
- use of community resources,
- who to contact for assistance, and
- policies and procedures of the program.

Volunteers currently do not receive any form of training on what to expect from the furloughees or how to help them become law-abiding and productive citizens. This can lead to problems for volunteers if they are uninformed and untrained. A brief orientation into the program would be helpful to prepare the sponsor for the program and to reduce any frustration or prevent any potential disillusionment. Training should include communication skills, problems of furloughees, preparing to meet these problems, who to call in special situations, knowledge of community resources and the role of the parole officer in work furlough.

RECOMMENDATION: Sponsors should receive orientation training to help them prepare for their role in the work furlough program. Training could be done by the furlough coordinator, the division trainer, other sponsors and parole officers.

The work furlough coordinator is spread thin throughout the State, especially as more offenders are put on furlough. With 14 offenders on furlough and an average of two sponsors per furloughee, the coordinator is hard pressed to adequately cover the territory. The coordinator must answer all inquiries about the program, coordinate with parole officers who are assisting sponsors, screen volunteers, lend them assistance and in general, administer the entire program. Geography is a problem because the coordinator cannot get out of Helena as much as necessary to personally contact the sponsors and their furloughees in the field. Besides these duties, the coordinator should solicit volunteers in the communities, organize them, coordinate their activities and closely supervise

the progress of the furloughees. This is an impossible task for one person, because it means far more travel and closer coordination than the Helena coordinator can provide.

RECOMMENDATION: Two more furlough coordinators should be hired by 1981 and 1982 respectively, to supervise and manage the work furlough programs on a regional basis. The coordinator in Helena would then handle the central region and be the overall manager of the program.

When inmates are furloughed they receive no gate pay, as do the parolees. This is at a time when they need money immediately to live on until they get their first pay check.

RECOMMENDATION: The law dealing with gate pay, 53-30-111, M.C.A., should be amended to allow furloughees to get their gate pay without having to wait to be paroled.

Furloughees usually have to wait three or four days before they receive any money they may have in the inmate fund.

RECOMMENDATION: The prison business manager should ensure that inmates being released on work furlough are paid their inmate fund money on the day of their release.

The furlough coordinator must keep track of the various payments that are made by the furloughee, such as for restitution, child support, medical expenses and various other debts. The sponsors have attempted to comply, but reporting has been sporadic.

RECOMMENDATION: The Offender Based State Correctional Information System should accommodate financial data about the furloughees that is submitted by them and their sponsors on standardized forms.

## ADULT PROBATION AND PAROLE BUREAU

The Adult Probation and Parole Bureau supervises both probationers and parolees and provides the least drastic form of supervision and control in the adult correctional system. Of the bureaus within the Corrections Division, Probation and Parole has the most frequent interaction with all portions of the criminal justice system. It provides presentence investigations and probation supervision for the judiciary, assists law enforcement agencies and supervises parolees released by the Board of Pardons. As a result of the high degree of competence with which these various tasks are performed, the bureau enjoys the respect of the criminal justice system. (SRA, Counselors Study, 1978, p.10)

In calendar year 1978, the bureau was responsible for supervising some 1700 probationers and 450 parolees for an average caseload of 76. On the basis of the Master Plan Survey, the caseload per officer varied from as low as 46 cases to as high as 116 in some areas.

The bureau is the least expensive to operate in terms of capital expenditure and cost per client. Its 1978 budget was \$775,013. If calculated in terms of supervision caseload, the cost per client per day is about 98 cents. If the \$148,828.80 collected in court costs, restitution, child support and fines are included, the average is 79 cents per day. Comparably, the average daily cost for incarceration at Montana State Prison is \$28.00 per day.

Through the use of surveys and other research (Social Research and Applications Clients and Counselors Studies, 1978) the bureau is accomplishing their statutory duties.

Master Plan projections indicate that through the planning period, the nature of offenses and offenders will not change dramatically. The number of offenders under the bureaus' supervision will steadily increase at a rate of at least 88 offenders per year. With additional personnel, they will continue to meet their statutory duties. However, there are some service delivery areas that could be improved, and other management areas that must be strengthened to improve overall service delivery and comply with accreditation standards. The accreditation process should provide the necessary policies and procedures that are lacking not only in the bureau, but throughout the Corrections Division.

Many of the recommendations appearing in this section are from the ACA sponsored Commission on Accreditation's Manual of Standards for Adult Probation and Parole Field Services. These standards are referenced by number, and are either directly quoted or paraphrased according to the needs identified through the Master Plan's research or empirical observation.

### FIELD LEVEL OPERATIONS AND SERVICE DELIVERY

The value of the Probation and Parole Bureau lies in the delivery of services to clients and the protection of the public through investigation and surveillance.

At the heart of the field operation is the role of the field officer in meeting statutory duties, and providing services to the offenders under his supervision. This often is done with inadequate secretarial support and outdated equipment. Every effort should be made to provide adequate support staff, equipment and additional

officers to improve service delivery.

#### Officers' Role

The probation and parole officers' role has for some time been that of law enforcer and counselor. The judicial demand for pre-sentence investigations and sentence supervision complicate the officers' role. They also work with law enforcement agencies on a daily basis. This complicated mix of duties and responsibilities has a very pronounced effect on their counseling efforts with offenders. This "medical model" expectation may not be realistic as the officer represents more than one party's interests when offender counseling/trust situations arise. (SRA Counselors Study, 1978, p.14) Therefore, offenders often look elsewhere for help and counseling because they perceive the officers as representatives of the State and not as their advocate. This may make the officer's effectiveness as a counselor questionable. (SRA Clients Study, 1978, pp.5, 10)

A survey of probation and parole officers revealed that they should be trained and required only to identify problematic areas that need specialized treatment. This would help them to focus on specific problem areas and define the scope of their job/task. This should define the bureau's expectations of the officers' role.

The officers should only be expected to identify major problem/crisis areas and refer the offender to the appropriate services for proper treatment or counseling. Minor problem situations can adequately be dealt with by the officer in most cases.

This is not to say that counseling/trust relationships cannot be developed and maintained. Officers and offenders agree that in order to facilitate the creation of such relationships, offenders should be matched with appropriate officers instead of randomly assigned to officers. (SRA, Clients Study, 1978, p.6, Counselors Study, 1978, p.13)

This means that wherever possible, clients should be placed with officers that appear most likely to help them within case-load limits. There should also be a process whereby offenders may request assignment to another officer.

For reintegration purposes, the officer should facilitate the re-entering process by providing basic transitional survival skills, employment or educational opportunities and a suitable place to live. (SRA, Clients Study, 1978, pp.7-9, 13)

Officers have not had the necessary time to personally monitor their caseloads as often as they would like. Our research indicates that personalized contact is a high priority both from the offender (SRA, Clients Study, 1978, pp.11, 14) and the officers (SRA, Counselors Study, 1978, pp.13, 16).

RECOMMENDATION: Field officers should maintain regular personal contact with maximum and medium offenders and that their supervision plan be reviewed with them. (ACA Standard 3120)

To date, much of the personal contact has been through a monthly reporting system. Although it is a measure of monthly accountability, it does not lend itself to personal contact. Many offenders simply "sneak in at noon" and "fill out monthly reports". The

officers themselves recognize the need for flexible hours to resolve this situation. (SRA, Counselors Study, 1978, p.13)

RECOMMENDATION: Field officers should have flexible work hours so they are available to clients 24 hours a day and the offenders should be informed of this service. (ACA Standard 3122)

In the past, measurement of the offender's performance has been a subjective process. This process is not uniform and lends itself to confusion from the clients' viewpoint. (SRA, Clients Study, 1978, pp.8, 9, 13) A plan should be developed for each offender on maximum and medium supervision that has measureable objectives. The offender should be involved in this process and evaluation should be made based on expected performance within the supervision/treatment plan. (SRA, Clients Study, 1978, pp.13, 14)

RECOMMENDATION: Officers should evaluate and measure the offenders' performance according to a written supervision/treatment plan that the offender helped to develop. (ACA Standard 3118)

This plan should clearly state what the officer expects from the offender and to what degree objectives must be met. Also, the officer should indicate his plan of action with the offender. The plan should be designed so that both the officer's and offender's performance can be measured and assessed by the regional supervisors.

In addition to the above, initial contact with parolees should occur after the Board of Pardons has approved parole and the offender is awaiting official discharge from the prison facility. (SRA, Clients Study, 1978, p.13; Counselors Study, 1978, p.12)

RECOMMENDATION: Bureau representatives should personally contact parolees in prison as soon as they receive parole approval from the Board of Pardons. (ACA Standards 3159, 3173)

Part of the officer's duties are to collect fines, court costs, restitution payments and child support payments. In 1978, officers collected and were responsible for nearly \$150,000. On the average each officer collected more than \$5,000 in 1978. They should be protected against any possible allegations concerning this court-ordered duty.

RECOMMENDATION: Officers should be fully bonded especially when responsible for the collection, disbursement and safeguarding of funds. (ACA Standard 3081)

#### Support Staff and Equipment

Master Plan research indicates that officers spend almost 25 hours or 62% of their time on paperwork each week. Some indicated that paperwork has increased by 400% since 1972. (SRA, Counselors Study, 1978, p.10) This leaves little time for them to concentrate on the primary duties concerning service delivery to their clients. Although paperwork is necessary to record actions, track clients, assist in the delivery of rehabilitative services, and for general accountability, it can become burdensome and an end unto itself. Every effort should be made to keep paperwork to a minimum, and as a means of helping offenders lead a law-abiding life.

One way this can be accomplished is by supplying the field offices with adequate support staff, copiers, typewriters and dic-

tating equipment. Currently, 12 field offices are operating without the aid of any secretarial support.

RECOMMENDATION: All field offices should have immediate access to secretarial services. (ACA Standard 3060)

With proper support staff and training, the officers could utilize a dictating system that would eliminate much of the paperwork and enable them to have more frequent contact with the offender, criminal justice agencies, public service organizations and the public.

RECOMMENDATION: Dictation equipment and training in its use should be provided for each field officer.

As field officers often reference statutes, all field offices should be provided with copies of the new Montana Criminal Statutes for quick and easy reference.

RECOMMENDATION: All field offices should be supplied with copies of the new Montana Criminal Statutes.

#### Arrest Procedures

Arrest is one of the most difficult and potentially dangerous duties of a parole officer. Arrest has been more a matter of personal style than set procedure. Some officers would rather arrest their own violators; others request law enforcement officers to make arrests. A uniform policy covering arrest procedures must be formulated not only for the protection of the officer, but to insure that the arrest is done properly. The following recommendations are intended to aid in the creation of an arrest policy:

RECOMMENDATION: Written policy and procedure governing arrest practices should be developed and that all officers making arrests be properly trained. (ACA Standard 3149)

RECOMMENDATION: Written policy and procedure should be developed for the use of physical force only in instances of justifiable self-protection, protection of others, prevention of property damage and prevention of escapes, and in accordance with appropriate statutory authority; only the minimum force necessary is employed. (ACA Standard 3150)

RECOMMENDATION: Arrest warrants for probation and parole violators should be issued when there is an alleged violation and/or when factors dictate the need to detain the violator. (ACA Standard 3166)

RECOMMENDATION: Law enforcement officers should arrest violators whenever possible. If probation and parole officers are making an arrest, the law enforcement agency of the jurisdiction be called to the scene of the arrest for backup and transportation purposes.

RECOMMENDATION: Probation/parole officers should not routinely carry weapons in the performance of their duties; written policy and procedures should specify those situations in which agency personnel may carry weapons. (ACA Standard 3188)

#### Volunteers

Some parole officers have independently used volunteers to assist clients, but volunteers have not been used as part of a formal organized program.

Volunteers could help reduce the high caseloads of probation and parole officers and provide the extra help and supervision that can come only from a one-on-one relationship. The crucial readjustment phase from an institution to society may be eased through the aid of concerned volunteers. In programs where volunteers have been used, paid employees feel that they have made a

significant contribution and would like to see more of them.

(NAC Corrections Report, 1973, p.480)

Volunteers are not easy to find or train; therefore, "It is important that there is an adequate system to screen, select, train, and supervise volunteers." (MJP Corrections Report, 1976, p.273)

Recruitment of volunteers should not only be aimed at the well-educated, middle class, which supplies most of the volunteers, but from all cultural and socioeconomic segments of the community, including ex-offenders.

RECOMMENDATION: Volunteers, paraprofessional ex-offenders and citizen groups should be carefully screened by the officer and the regional supervisor should be aware of their volunteer status prior to their use in the field. (ACA Standards 3039, 3040)

"Training is of considerable importance because it should give volunteers an understanding of the needs and lifestyles common to offenders and to acquaint them with the objectives and problems of corrections." (MJP Corrections Report, 1976, p.273)

Training should be of two kinds:

- 1) Information about offenders and what to expect to prevent disillusionment and a hasty exit as a volunteer.
- 2) Communication and helping skills to aid the offender in the reintegration process.

Training would be coordinated with the Corrections Division trainer. The information portion could be performed by parole officers. Other skills could be taught by the division trainer or through contract with the National Volunteers of America.

Since volunteers may have full-time jobs, training sessions could be on weekends. The first weekend would be a mandatory session, with two voluntary follow-up weekends per year. Their performance should also be evaluated by the officer, trainer supervisor and offender at least every six months.

#### Local Rotary File System

For the last few years, the Missoula regional office has successfully implemented an offender rotary file system at local law enforcement agencies for the benefit of those agencies. Agencies involved in the system supplied the materials as it provides them immediate access to limited information and identification of those individuals under the supervision of the Probation and Parole Bureau.

The system consists of identification cards containing pertinent information on each offender under the jurisdiction of the region. Often law enforcement personnel are not familiar with these individuals, nor do they have immediate information on the various types of restrictions placed on them. This information and the enforcement of restrictions is valuable to protect society by monitoring the offender's actions.

The coordination between law enforcement and local probation and parole offices has been greatly enhanced due to this relatively simple procedure.

As officers are in constant contact with the local law enforcement agencies, maintenance of the system becomes a natural daily-weekly updating procedure.

RECOMMENDATION: A rotary file should be maintained on all parolees and probationers under the supervision of each probation/parole office containing all pertinent information as to the offender's status and supervising officer for each respective law enforcement agency in the vicinity of immediate jurisdiction.

#### Misdemeanant Supervision

Since 1977, the Probation and Parole Bureau has been charged with the responsibility of supervising misdemeanor probationers for lower courts in Montana. To date, the number of misdemeanants under the bureau's supervision has been relatively small. But there is a potential for very high misdemeanor caseloads if all lower courts were to refer probationers with increased frequency.

In 1975, the Montana Board of Crime Control established a pilot presentence/probation program in the Missoula, Montana, City Court. Figures compiled by the M B C C show a caseload in excess of 200 probationers under supervision. The Probation and Parole Bureau could not possibly supervise this number of short-term offenders and adequately supervise the more serious, long-term felons on their caseloads.

The bureau should take appropriate steps to change this statute (46-17-301, MCA). The Montana Justice Project's Corrections Report states: "Local communities should, where feasible, develop special programs of investigation and probationary supervision for persons on misdemeanor probation." (Standard 9.3, p.197)

RECOMMENDATION: Statute 46-17-301, MCA, should be amended to exclude supervision of misdemeanants on probation caseloads. This supervision should be provided by the local court of jurisdiction.

#### Presentence Investigations

The presentence report is perhaps one of the most valuable correctional and investigative tools available to the Corrections Division and the judiciary. Its use by the courts has become legally mandated in Montana.

In the past, the substance of the report has been for use by the sentencing court. The Master Plan suggests that the presentence investigation be expanded to include all appropriate sentencing alternatives available to the court. The investigation report should list possible correctional alternatives. (ACA Standard 3199); identification of personal problem areas, special needs and conditions (ACA Standards 3193, 3203). Measurable criteria and objectives in the treatment of the offender and appropriate actions that will be taken by the officer should also be included in the report.

RECOMMENDATION: Presentence investigations should contain an outline of correctional alternatives, special needs and conditions, prescription of treatment and a full, measurable plan of action for the anticipated time an offender may be under the jurisdiction of the Bureau. (ACA Standards 3199, 3193, 3203)

#### REGIONAL LEVEL OPERATIONS AND MANAGEMENT

##### Regional Supervisors

The bureau's field responsibilities are divided into three regions, each directed by a regional supervisor. He is responsible for the activities and needs of his respective region and for the actions and performance of all officers. These responsibilities

should be specified in writing and should reflect the authority of the position. They also have the responsibility of performing on-site violation hearings in jurisdictions other than their own.

These on-site hearings for violators require that they periodically leave their region. Further, supervisors frequently visit field offices within their respective region and commute to Helena. As a result, of these supervisory and administrative responsibilities, they do not have time for the maintenance of a caseload.

Quarterly meetings are extremely important in that they provide a forum for solution of common problems, further on-the-job training and professional communication. Regional meetings should be held (at least) quarterly. (ACA Standard 3011)

Regional supervisors should assume a more active role in helping field officers with their cases. They have the experience and expertise to improve the caliber of work through on-the-job training, general guidance and advice.

RECOMMENDATION: Regional supervisors should have regular case conferences with field officers and that all alleged violations and presentence investigations are subject to review by them. (ACA Standards 3141, 3206)

Personnel are currently evaluated subjectively, which is not a constructive process designed to measure and improve performance.

A formal, objective method of personnel evaluation must be developed and used, based on measurable performance indicators. Announced and unannounced visits should also be utilized. This personnel report should be available to the officer and a process developed whereby the officer can challenge its contents. (ACA Standard 3057)

RECOMMENDATION: Regional supervisors, at least annually, should evaluate the work product and personnel under their supervision and submit the evaluation to the bureau chief. (ACA Standards 3058, 3059)

Regional supervisors, as the bureau's field managers, should monitor the use of volunteers and volunteer organizations, to insure that the services provided by them is of value to the offender and the bureau. All agencies used for referral should also be monitored by the supervisors.

This system of accountability would inevitably lead to a listing of services available to each officer in the region. This would provide the officers with a resource list of individuals and organizations that provide various types of services for referral purposes.

RECOMMENDATION: Regional supervisors should have authority to investigate and approve of all volunteers, paraprofessionals, private referral agencies, citizen groups and ex-offenders who wish to help in the field with offenders.

#### Referral Specialist

The referral specialist concept was tested by using a Comprehensive Employment Training Act position in the Missoula regional office in 1976. This specialist was a qualified psychologist and was able to assume the role of counselor in the office. Field officers seldom have the time or expertise to perform this function. Many offenders who had refused referral for psychological counseling did not hesitate talking to the referral specialist about their respective problems. As a result of the program, officers were free to carry on with other tasks.

As referral agencies are continually in a state of flux, and volunteers are not easily obtained, an officer should be responsible for the development of resources within each region.

If implemented, this special position would assume none of the officer's statutory authority. This would place the specialist in a non-threatening position, creating a trust relationship that is essential for successful counseling. (SRA, Counselors Study, 1978, p.7)

The specialist would also provide on-the-job training to officers in counseling techniques and travel to other offices within the region that request assistance with special cases. Another duty would include the development of a referral manual of available community referral agencies, community groups and individuals whose services could be used by the officers in the region.

RECOMMENDATION: A social referral specialist should be a permanent staff member in each regional office. (ACA Standard 3012)

#### BUREAU LEVEL MANAGEMENT AND OPERATIONS

Master Plan research shows that Probation and Parole needs some fine-tuning especially at the bureau office level. Bureau level staff has experienced changes in administrative officers many times in the last few years. This has affected bureau level management operations.

Much of the bureau's central office function revolves around an outdated, cumbersome filing system. This outmoded filing system presents some very real problems for effective accountability of the bureau's functions. Currently, files are being kept in card-

board boxes and old filing cabinets at any secure location that offers space to accommodate this voluminous accumulation of required paper.

RECOMMENDATION: A microfilm system which has photocopy recovery capabilities should be purchased or rented.

It will undoubtedly take about a year to microfilm and revamp this outdated system, therefore an additional filing clerk should be added to the existing staff. There has been available funding for file system consulting from the National Institute of Corrections. Consultants should be obtained to help in this process. Funding for the proposed microfilm system can also be obtained through the Montana Board of Crime Control.

Accountability for this filing duty as a central office function must be delegated to the proper individual. The bureau chief should be responsible for the maintenance, control and modification of the central bureau filing system so that it is operating at maximum efficiency. (ACA Standards 3082, 3088)

#### Budget and Field Meetings

In the past, little has been done to incorporate regional level input into budget preparation. As a consequence, discrepancies existed between what was needed and what was finally received. The budget should be coordinated with the regional supervisors for their input at least one month prior to the division's deadline for its submission. (ACA Standard 3075)

Furthermore, a participatory method must be established to allow field officers to participate in the bureau's decision-making process. (SRA Counselors Study, 1978, p.9)

Regional, as well as state-wide conferences, provide a forum for participatory management within the bureau. These conferences are necessary to assist communication between field officers and central office management. In the past, many problem areas have been resolved and information exchanged to the mutual benefit of those involved. Training can also be conducted during the course of these meetings.

The two annual meetings recommended below may be combined to encompass both regional and mid-management meetings simultaneously.

RECOMMENDATION: The bureau chief should be responsible for arranging quarterly mid-management meetings with all regional supervisors, program managers and one field officer from each region on a rotating basis. (ACA Standard 3078)

RECOMMENDATION: Each regional supervisor should arrange and hold quarterly meetings with their officers prior to the quarterly mid-management meetings. (The bureau chief should be present for these meetings.)

RECOMMENDATION: The bureau chief should hold two annual State-wide meetings.

#### Career Ladder

Monetary rewards and career advancement are of utmost importance to employees. The field officers are an extremely dedicated group of individuals. "They pay a huge price...in a tremendously challenging job which offers little in the way of formal

rewards no matter how effective they become at meeting its challenges..." (SRA Counselors Study, 1978, p.15)

It is therefore imperative that they are properly and justly compensated monetarily, on a comparable level with professionals around the nation that perform similar tasks. A salary study should be conducted to insure that salary levels and employee benefits for probation/parole officers are competitive with other positions in the criminal justice system and comparable positions in other states. (ACA Standard 3061)

Officers do not have and should be provided with a vehicle for advancement which can be measured in terms of set performance indicators. Promotion increments should be based on past performance, increase in the level of authority, responsibility and supervision according to set policy.

RECOMMENDATION: A career ladder within the bureau should be created and implemented as soon as possible.

The career ladder should include a probationary period prior to becoming a tenured officer (ACA Standards 3051, 3053), merit increases, allowances for lateral entry, time elements, and measurable job criteria in the promotion process. It is also imperative that all officers are aware of the existence of career ladder, promotion and transfer policies.

RECOMMENDATION: A handbook should be developed and updated yearly for all probation/parole officers, which carefully and accurately explains all advancement, transfer and career ladder guidelines. (ACA Standards 3022, 3023)

### Training

Parole officers have a complex job because of their varied functions of investigation, surveillance and the delivery of services to help clients. Master Plan Surveys revealed that officers need training in interpersonal and limited counseling skills. Training is also needed in dealing with drug and alcohol problems, job skills, investigation, search and seizure, arrest procedures, legal education, report writing and the use of volunteers.

RECOMMENDATION: All staff members should receive a minimum of 40 hours of training/education annually in the above areas. (ACA Standard, 3066)

In the past, parole officers have received training from the Aftercare trainer on counseling skills. A couple of years ago all parole officers were trained together in a one week session at the Montana Law Enforcement Academy in Bozeman. Courses were taught by instructors hired by the academy. These courses included technical writing, prosecution and defense in court, law, sentencing, half-way houses and the Board of Pardons. Ex-convicts and convicts were included to give the officers the perspective of the consumers of their services. Officers found this training valuable, but it was discontinued due to a lack of funds.

Research (SRA Counselors Study, 1978, p.5) indicates that the academy would provide adequate training in the areas viewed to be most important by the officers.

RECOMMENDATION: The bureau should attempt to provide annual training for its officers at the Montana Law Enforcement Academy.

Officers should also be encouraged to continue their education. Additional training should be provided by and coordinated, through the division trainer.

Training should be specifically related to the daily needs of officers in the field and the management skills required by those in supervisory roles. A structured on-the-job training program should also be devised to train officers.

RECOMMENDATION: That all training be on a need basis in terms of specific areas that are directly related to the officer's job function.

### Loan Program

Currently, the bureau maintains a small, short-term loan fund available to probationers and parolees. The maximum amount of any loan is \$50. It is for emergencies and is handled by the probation/parole officer requesting the funds. The fund has operated since 1972 with \$1,300. Since its inception, more than 500 loans have been made. Very few have defaulted in the loan program, and those loans were referred to the State Department of Revenue for collection.

The program is of significant value to the officers as well as the offender. However, with rising inflation, the amount is considered inadequate. This program is essential when crisis situations occur with the offender population. Offenders usually cannot obtain funds through traditional loan agencies.

RECOMMENDATION: The revolving loan fund should be increased to \$20,000 by 1985.

The maximum amount of a loan should not exceed \$150. The loan would be for emergencies only, and granted at the discretion of the supervising officer with a minimum of red tape. A phone call to the bureau office should be sufficient. Unless circumstances dictate otherwise, the officer should loan the money in manageable installments as a condition of supervision to encourage prudence on the part of the offenders. According to a study cited by Mallar and Thorton (1978, p.5) "Ex-prisoners enrolled in income maintenance programs were found to have substantially lower re-arrest rates."

#### Written Policy and Procedures

There is an almost total lack of written policy concerning procedures in the Corrections Division and the bureau. This causes problems with communication flow, authority and accountability. The bureau chief is directly responsible for the communication and information flow to all bureau personnel of any pertinent information including changes in policy or procedures. (ACA Standard 3020)

Probation and parole offices surveyed by the Master Plan strongly indicated that this would help them do a better job. The creation of written policy and procedures is a large task; as an aid, we provide (in the recommendation below) a list of areas that must be addressed. Also additional, part-time, or contracted assistance in this process should be obtained and all formulated material be processed with personnel in the bureau. (SRA Counselors Study, 1978, p.12, 1.17) (ACA Standard 3017)

RECOMMENDATION: Written policy, procedures, guidelines, and a standard operation procedures manual should be created immediately and should include the following areas:

- hiring practices, promotion policy, career ladder,
- due dates for forms, statistical data, etc.,
- agency compliance with statutes and regulations,
- description of agency organization,
- channels of authority and communication, and staff meetings,
- implementation plan for prioritized measurable goals and objectives,
- staff participation and annual review of all written policy, goals, procedures, rules and regulations,
- outlining duties and responsibilities for all personnel, delegation of authority and span of supervision,
- annual reports (content and date),
- interaction with federal, State and local branches of government and criminal justice agencies,
- dissemination of information to the public and media,
- rules governing volunteers, paraprofessionals, ex-offenders; selection, service, training, definition of tasks, responsibilities and authority,
- qualifications, ethics, selection, retention, promotion, and conduct of all personnel,
- annual performance review of all employees with a procedure to challenge information in personnel files,
- merit pay increases and orientation of new employees,
- inservice and continued education and training programs,
- weapons, detention arrest procedures, and use of physical force,
- collection, safeguarding and disbursement of monies, and bonding of all personnel involved in this process,
- maintenance of written records of events, contents of case records of events, their security, accessibility and destruction,
- rules governing privacy and confidentiality of offenders and personnel,
- specification of types of actions required to locate and recover absconders,
- policy governing searches,

- personnel grievance procedures,
- transference of supervision from one jurisdiction to another jurisdiction (interstate and intrastate),
- early termination of supervision,
- violation reporting,
- obtaining and execution of warrants,
- presentence reports,
- investigation procedures,
- special action,
- content and accuracy of required paperwork,
- any other topics as defined by the ACA Commission on Accreditation, task force reports, and legal requirements.

RECOMMENDATION: All written policies and procedures should be dated and reviewed at least annually. (ACA Standard 3019)

#### CASELOAD PROJECTIONS

To project the future caseloads of probation and parole officers it is first necessary to analyze past trends and then look for any factors that could change these trends in the future.

The basic trend is upward. The total number of offenders supervised by the bureau has increased every year for the past eight years. (See Chart #8 in Appendix) The period of greatest increase was 1976 when 300 offenders were added to existing caseloads. Since then the rate of increase has slowed to an average increase of 88 cases per year.

There are two possible trends; the eight year average of 181 cases increase per year, and the two year average of an 88 case increase per year. These can be used as the high and low projections. (See Graph #9 in Appendix)

There are three factors that could affect the probation and parole caseload in the future; first, is an increase in the number of men that are 18 to 30 years of age, which comprise the majority of the caseload. This "population at risk" is expected to increase until 1982. (See Graph #2 in Appendix) Second, the inmate population at Montana State Prison is undergoing a rapid increase. Therefore, more offenders will be on parole supervision in the future. Third, Montana is currently in a "get tough on crime" mood as evidenced by new legislation (offenders designated as "dangerous" serve half their sentence until they are eligible for parole).

All of these factors have the effect of increasing the probation and parole caseload. This should mean that the trend will not slow to a point below the two year average of 88 cases increase per year. Therefore, the best estimate of probation and parole caseloads falls between an increase of 88 and 181 per year during the planning period.

The current average caseload per officer is 76. If the existing level of services is to be maintained, at least one additional parole officer will have to be hired each year as long as the current trend continues.

Taking into account the modifications and increased job tasks outlined in the plan, the manpower projection should be modified to allow for this increased work load. Therefore, at least two additional officers with adequate support staff are recommended to allow for the modified work load.

RECOMMENDATION: The Probation and Parole Bureau should request at least two officers per year with adequate support staff and operation costs each legislative biennium until 1985. (This amount should be doubled if the high projection holds true.)

SECTION III  
JUVENILE PROGRAMS

PINE HILLS SCHOOL

INTRODUCTION

A three member assessment team evaluated Pine Hills in 1978 as a result of a suit filed in federal court against the school. Members of the team were Robert Cain, Jr., William Holden and Anthony Trivisono. In December, 1978 they released their report, Recommendations for the Improvement of the Pine Hills School, which provides the basis of the Master Plan's recommendations for the school. The recommendations appearing in this section are considered by the Master Plan staff to be essential to the school's effectiveness and efficiency. We recommend that the report be implemented at Pine Hills to prepare the school for accreditation (mentioned below).

The purpose of Pine Hills, beyond the statutory provision to care for, educate and rehabilitate delinquent boys (10-21 years old), should be to provide each of the students a personalized treatment program to carry out the orders of the youth court. Since the boys are committed to the school through a civil proceeding, the total emphasis should be on treatment, and not on punishment. The length of stay should not be longer than necessary for treatment, and the boys should be returned to their communities at the earliest possible date.

POPULATION PROJECTIONS

The number of boys at Pine Hills has averaged 127 over the past five years. This average includes a high of 135 in 1976 to

a low of 119 in 1978. The population is expected to remain fairly stable during the next five years, with a slight decrease from the 1978 population. The reasons for the expected stability are:

- 1) fewer juveniles in the age groups that comprise the majority of Pine Hills' population\*, and
- 2) the number of juveniles arrested for felonies is decreasing.\*\*

Commitments to the school are not expected to decrease in the same proportion as the population and arrest figures, but the best estimate indicates that the Pine Hills population should decrease slightly over the next five years.

The Pine Hills assessment team recommended that the capacity of the school be reduced to 100 by March 31, 1979. This would limit the capacity of each cottage to no more than 20. If Pine Hills is to be used by the youth court for boys when community alternatives have been exhausted or are inappropriate, then it is feasible to limit the capacity to 100. Montana's low population does not suggest a correctional institution for more than 100 boys at any given time.

#### TREATMENT PROGRAMS

Accreditation of all institutions by the Commission on Accreditation for Corrections of the American Correctional Association is one of the major objectives of the Corrections Division. The

\* Office of the Superintendent of Public Instruction projects a 14% decrease in school enrollment from 1978 to 1985 in grades 7 through 12, which indicates a drop in population of juveniles, ages 13 to 18. Please see Chart #11 in the appendix.

\*\* Juvenile arrests for crimes against persons decreased 32% from 1976 to 1977 (Erwin, 1976, 1977, 1978).

process of accreditation will ensure that the boys at Pine Hills are receiving the finest care and humane treatment that the school can provide, and that the institution has passed the stringent standards of the American Correctional Association.

RECOMMENDATION: Pine Hills should begin immediately to prepare for accreditation by the American Correctional Association. This will ensure that the school and staff meet the association's standards for the professional care and treatment of delinquent boys.

The purpose of treatment is to help the student lead a law abiding life by providing him with the tools necessary for change. Each student should have a personalized treatment program designed to fulfill his needs and to help overcome deficiencies. Those who should participate in formulating a treatment plan are medical personnel (where appropriate), representatives from the academic and vocational education programs, social services and cottage life staff.

RECOMMENDATION: A treatment program should be written during reception and signed by the student and appropriate staff. The plan should have measurable objectives with a specific time schedule for achieving them.

Treatment is subject to modification as a result of the changing needs of the student.

RECOMMENDATION: The treatment program should be reviewed at least every three months to determine which students should have their programs changed to accommodate any progress or problems with their program. The criteria and procedures for changing program status should be in writing and any adjustments should be documented. Due process should be adhered to when increasing the level of custody or making changes that adversely affect the student's status.

Recreation is an integral part of any treatment program. Not only does it provide exercise, but helps the boys learn to use their time constructively.

RECOMMENDATION: A full time recreational director should be employed to design and direct the school's recreation program.

#### RECEPTION AND CLASSIFICATION

Reception and classification are significant to the students in forming the first impression of Pine Hills. The assessment team's report recommends that the school should develop a treatment program within the classification process. (p.15)

RECOMMENDATION: Written policy and procedures should be developed to cover the reception, orientation and classification of all new students.

The report further states that reception should include interviews, testing, counseling, and that the students should be involved in regular school activities, such as education, counseling, work and recreation. (p.15)

Parents should be informed about the school, their rights and how they will be able to communicate with their son while he is at Pine Hills.

RECOMMENDATION: The parents of each new student should be given a packet of orientation materials to inform them about school policies, programs, visits, correspondence and how decisions will be made that affect the boys.

The intake process at the school is especially important to the staff as they are making decisions about a boy's classification and treatment program. The boys should not stay in the reception process any longer than is necessary. The individualized treatment program should begin as soon as the boy enters the school.

RECOMMENDATION: The initial classification process should be completed within four weeks, and students should be removed from the reception program as soon as possible and placed into an individualized treatment program. Sometimes it is to the boy's benefit to remain in the reception program for more than one month. When this occurs, the decision should be justified by the staff to the superintendent.

Rules of conduct should prohibit behavior that can be clearly shown to have a direct, adverse effect on a student, a group of students, or the safety and security of the school. The range of sanctions that may be imposed for the various degrees of violations should be equal to the importance of the rule and the severity of the violation. The rules on discipline should include provision for a range of appropriate alternatives which may be used as disciplinary measures, under strict supervision.

RECOMMENDATION: All students should receive written rules of conduct within 24 hours of arriving at Pine Hills. These rules should clearly define major infractions and penalties that may be imposed for these violations.

#### WRITTEN POLICY AND PROCEDURE

An operations manual is essential if the school is to run in an orderly and uniform fashion. This manual should be in a loose-leaf binder to accommodate revisions, and should list all

rules, regulations and procedures used to run the school. The manual should be given to all employees, reviewed at least once a year and updated when necessary.

Security and control are crucial for any correctional institution, and it is important that the policies and procedures are written and made available to all staff members charged with the responsibility of security.

RECOMMENDATION: A new manual should be prepared that states all of the procedures for institutional security and detailed instructions for implementation.

The dictates of privacy and security of information demand that student records be protected from unauthorized use and improper dissemination.

RECOMMENDATION: A policy on the privacy and security of records should be written that is applicable to present and former students.

#### MEDICAL SERVICES

Physical examinations are necessary during intake to diagnose any diseases or medical problems that the boys may have. A treatment program would have little impact on a boy who is ill or suffering from a physical impairment that is unknown to the staff. The Youth Court Act requires that the physical exam be done at the court intake level; but the school may not receive the report and cannot assume that this has been accomplished in all cases.

RECOMMENDATION: All new students should receive a complete medical examination from a licensed physician during reception.

Many of the boys who come to Pine Hills suffer from dental problems. It is incumbent upon the State to ensure that the boys have proper dental care while at Pine Hills.

RECOMMENDATION: A licensed dentist should examine new students and repair or replace any teeth when appropriate. This includes providing bridges or false teeth.

Medical services and policies are of the utmost importance in an institution. The quality of medical care is one of the foremost indicators of an institution's performance, especially when medical emergencies occur.

RECOMMENDATION: Medical policies and procedures should be written to describe the kinds of care that are available and how they are to be delivered.

RECOMMENDATION: Selected staff members should be trained in emergency care procedures and in basic first-aid techniques by the school's medical specialists, with the Red Cross used as a consulting agency. Policies and procedures should be written to cover:

- potential emergency situations
- discovering emergencies
- when and how to call for help
- cardio-pulmonary resuscitation
- rules on the transfer of patients to appropriate medical care.

Control and discipline have a proper role in a juvenile correctional institution, but drugs are not appropriate to achieve these ends.

RECOMMENDATION: No stimulant, tranquilizer or psychotropic drugs shall be used to control or discipline any student, and are to be prescribed only by a medical doctor when drugs are considered appropriate in extraordinary circumstances.

#### RELEASE PROCEDURES

Foremost in every boy's mind when he gets to Pine Hills is the date he is going to leave. The boy should be aware of what is expected of him from the staff and once his behavior meets the requirements he should be considered for release.

RECOMMENDATION: No boy should remain at Pine Hills any longer than necessary to complete his treatment program. The program's goals and release criteria should be clearly written so that the student is aware of what is expected of him to be released.

The school may have to keep a boy longer than anticipated in order to complete the treatment program. This increase should be reviewed by the Division Administrator.

RECOMMENDATION: If any student remains longer than 12 months, the Division Administrator should review the case to determine if the commitment should be continued.

#### INTERAGENCY AND COMMUNITY COORDINATION

Students should not be released without any preparation for their return to the community. Social Research and Applications recommended in its report on Aftercare counselors and clients that "The Aftercare process should begin earlier in the system." (SRA Counselors Study, 1978, p.15) Visits from Aftercare counselors should occur while the student is still at the institution to prepare a plan for the return of the student to the community.

RECOMMENDATION: Aftercare counselors should visit their clients at Pine Hills as often as practicable and at least once prior to release in order to work out a community treatment plan for the students.

S.R.A. also recommends that "Leaving the institution may have to be accomplished in stages, with each stage structured to measurable objectives." (SRA Clients Study, 1978, p.13) Release from Pine Hills should be gradual over a period of time, and eased through field trips, community activities and home visits. Some students may require more help than others in making the transition. Group homes and pre-release programs should be considered for those that need additional assistance in returning to the community.

The youth court judges and juvenile probation officers should be notified when a boy from their jurisdiction is being considered for release so that they are aware of when a boy will return to the community. The Juvenile Probation Officers Association has stated that a few boys have been released too early and that the local probation officer's recommendation should be considered by the school.

RECOMMENDATION: Pine Hills should contact the local juvenile probation officer when a boy from his district is being considered for release.

Boys who receive high school diplomas with the name "Pine Hills" run the risk of being negatively labeled.

RECOMMENDATION: Boys who complete their high school requirements at Pine Hills should be able to receive a diploma from their home high school. If this is not possible, then they should be given a diploma from the Office of the Superintendent of Public Instruction.

Community involvement in Miles City should be encouraged to promote the student's resocialization process. It is important to allow selected students to participate in community activities and to encourage local residents to volunteer their services, both in the institution and in the community.

RECOMMENDATION: Students should be allowed off-campus to participate in civic, artistic, cultural, recreational and social activities that exist in the local community. Community groups, both juveniles and adults of both sexes, should be encouraged to visit Pine Hills on a periodic basis.

Volunteers bring new faces to the campus and can help relieve the staff of their caseloads. Many recreational, cultural and educational programs may be presented by volunteers. But this important source of manpower often demands the valuable time of staff to recruit, train and coordinate.

RECOMMENDATION: The community coordinator at Pine Hills should become the volunteer services supervisor in addition to his other duties.

#### FORTY-FIVE DAY EVALUATIONS

Forty-five day evaluations have been performed at Pine Hills since 1971, and an average of 88 boys has been evaluated annually in the last five years. The evaluations provide the youth court with a commitment recommendation after testing the boy's emotional, intellectual, and mental abilities, as well as reviewing his social adjustment at the school and previous behavior in the community. Because of the expertise required to interpret the tests, a clini-

cally trained professional staff should assess and interpret the results of diagnostic testing for the 45 day evaluations.

RECOMMENDATION: A Ph.D. clinical psychologist eligible for licensing or a clinically trained Master of Social Work eligible for a license, or a psychiatrist eligible for licensing, should interpret the 45 day evaluations and make recommendations to the court.

The Montana Youth Justice Council Task Force on Pre-dispositional Care recommended that evaluations should be provided in the least restrictive setting possible. If the court believes that a boy cannot be evaluated in the community because he is an escape risk or presents a danger to himself or others, then Pine Hills is an appropriate placement.

RECOMMENDATION: Status offenders should not be evaluated at Pine Hills, and only boys who have committed delinquent acts and are considered unsuitable for a community-based evaluation should be evaluated at Pine Hills.

#### PERSONNEL

The best policies and procedures are useless unless the school has qualified personnel to carry them out. Staff turnover has been a problem because Pine Hills cannot compete with private industry pay scales. The biggest need for salary increases is in the education, social service and cottage life positions. These jobs are not competitive with similar positions in the Miles City area.

All jobs at Pine Hills should be classified according to job description and a salary scale based upon a career ladder.

RECOMMENDATION: The Corrections Division should obtain the funds and expertise necessary to conduct a job classification and salary study for all positions at the school.

RECOMMENDATION: Pay should be increased for teachers, social service and cottage life personnel so that they are paid at least as much as their counterparts in Eastern Montana.

RECOMMENDATION: To retain key staff, the top professional positions should be paid competitively with similar positions in the other Northwestern states.

Social workers/counselors are an integral part of the Pine Hills treatment program. Accordingly, selection standards should be designed to attract the most qualified staff with the necessary level of education to understand and utilize the latest counseling techniques.

RECOMMENDATION: All entry level social worker/counselor positions at Pine Hills should be upgraded to require 40 accredited hours in behavioral science, with no equivalencies allowed.

New employees should receive 40 hours of orientation designed to preclude any misunderstandings concerning job expectations.

New employees should be placed on probationary status prior to becoming tenured employees.

RECOMMENDATION: All new employees should be given letters of appointment that clearly state the school's expectations during the probationary period.

RECOMMENDATION: A personnel policy manual should be developed and given to each employee. It should include:

- basic information on the division and school staff organization
- recruiting policy
- rules on equal employment opportunity
- job qualifications, descriptions and responsibilities
- guidelines on salaries, benefits, holidays and work hours
- personnel records
- employee evaluation
- training
- promotion
- retirement
- resignation and termination
- employee management relations
- physical fitness policy
- hostage policy
- disciplinary and grievance procedures
- operational philosophy of the school
- career ladder opportunities

#### TRAINING

Staff development training is crucial to increase the caliber of service delivery to the students. Orientation training should be a priority to familiarize new employees with the operation of the school.

RECOMMENDATION: Orientation should be 40 hours and include an introduction to the policies, organizational structures, program, rules and regulations of the school and division.

Key administrative and supervisory staff should be allowed to visit other juvenile correctional institutions to learn about programs that may be applicable to Pine Hills. These opportunities encourage the exchange of ideas with other juvenile correctional professionals and improve employee morale and job performance.

RECOMMENDATION: Pine Hills should seek training funds for an out-of-state exchange program with employees of other juvenile correctional institutions.

### PHYSICAL PLANT

Most of the lodges at Pine Hills are old, dilapidated and beyond their serviceable life. Costs for renovation would be exorbitant, and even if remodeled, the buildings will eventually have to be replaced. Further, the condition of the living areas is not conducive to an individualized treatment program.

These buildings should be replaced by five new 20 bed units that meet or exceed the standards recommended by the Commission on Accreditation for Corrections. It is essential that the new living units provide student privacy and personalization of space.

The new lodges should be built over five bienniums as part of the department's long-range building program. The old buildings should be razed when no longer needed.

RECOMMENDATION: Five new 20 bed living units should be built at Pine Hills, one per biennium, as part of the department's long-range building program.

### FUTURE OPTIONS

The Pine Hills assessment team recommended to the Corrections Division that the feasibility of converting both schools into co-educational campuses should be studied. Operational costs and program improvement should be carefully considered. The team noted that better utilization of the facilities at both schools might be realized if they became co-educational.

This plan is contingent upon Mountain View also becoming a co-ed school to accommodate both juvenile populations. A great

deal of travel could be saved if the two juvenile institutions became co-educational. Juveniles could then be committed to the regional school in their part of the State. Travel for Western Montana boys and Eastern Montana girls as well as their families and Aftercare counselors would be reduced. More journeys home might be possible for the youths if the institution was closer to their home, thereby improving family ties and facilitating the reintegration process. (SRA Counselors Study, 1978, p.13)

RECOMMENDATION: The Corrections Division should study the possibility of converting Pine Hills and Mountain View to co-educational institutions, or to consolidate the two schools into one centralized, co-educational facility. Members of each institution should meet with the Division Administrator to analyze the benefits and problems inherent in such a conversion.

## MOUNTAIN VIEW SCHOOL

### INTRODUCTION

The purpose of Mountain View is to provide for humane care, treatment and education of girls committed by the youth courts of Montana. As a small school, with an average population of under 60, it lends itself to the individual treatment of the girls without the impersonal bureaucracy of larger institutions in other states. Mountain View also has the advantage of close proximity to Helena, which offers many opportunities for community involvement in the girls' treatment, such as in jobs and recreation.

In keeping with division policy, Mountain View should make accreditation a major goal of the institution. The school should obtain copies of the American Correctional Association's Commission on Accreditation manual for juvenile institutions, which will serve as a guide to prepare for the evaluation.

RECOMMENDATION: Mountain View should immediately begin to prepare for accreditation.

### POPULATION PROJECTIONS

The number of girls at Mountain View School at any time can vary from 30 to as many as 70, although the average yearly population has varied by only eight girls in the last five years. From a high of 56 in 1974 it has decreased to 49 in 1978. (See Chart #12 in Appendix) The number of first commitments has also declined every year since 1974.

Two factors that could be contributing to this slight decline are the current decrease in the number of juveniles between the ages of 13-18 in Montana, as shown by school enrollments (See Graph #11 in Appendix) and the decline in felony arrests for juveniles in 1977 and 1978 from 1976 levels. (See Chart #10 in Appendix)

These factors would indicate a relatively stable average population for Mountain View School at about 45 to 55 girls for the planning period with short-term populations above or below this average.

### TREATMENT PROGRAMS

Mountain View emphasizes personalized treatment for each girl. The girls are treated as individuals with personal needs, problems and strengths. Despite the personal approach, it is important to put the girl's treatment program in writing. This written treatment program is important both to the staff and the students because it provides direction, continuity of treatment and an evaluation tool to measure progress.

RECOMMENDATION: A written treatment program should be developed and signed by the new girl and the appropriate staff.

The plan should have measurable objectives with a schedule for reaching them. The treatment program's goals and release criteria should be clearly written so that the girls know what is expected of them for release.

Periodic review of the treatment program should monitor progress, update and accommodate changes as the girl's behavior indi-

cates. Her classification status may be increased or reduced accordingly. Due process considerations are important and should be adhered to in any program review.

RECOMMENDATION: Treatment programs should be reviewed every three months.

The school may have to keep a girl longer than anticipated in order to complete the treatment program. This increase should be reviewed by the Division Administrator.

RECOMMENDATION: If any student remains longer than 12 months, the Division Administrator should review the case to determine if the commitment should be continued.

Vocational educational courses play an important role in treatment, yet these courses in girls' schools are traditionally centered on the stereotyped role of the female, such as sewing and hairdressing. If the graduates of Mountain View are expected to be competitive on the job market, then their job skills should be expanded to include other careers.

RECOMMENDATION: Mountain View should offer nontraditional courses in its vocational education program.

Another option would be to provide Mountain View girls with the opportunity to take nontraditional courses in Helena, such as at Vo-Tech, the high schools or Carroll College.

#### RECEPTION AND CLASSIFICATION

The first few days a new girl spends at Mountain View can be the most difficult part of her stay. Her reception and orientation at the school are critical because they set the tone for the remainder of her commitment. The sooner the girls can get out of the reception process and into the school's regular activities, the sooner the treatment process can begin.

RECOMMENDATION: Reception should be completed as soon as possible, and the classification process should be completed within the first month.

Parents should be informed about the school, their rights and how they will be able to communicate with their daughter while she is at Mountain View.

RECOMMENDATION: The parents of each new student should be given a packet of orientation materials to inform them about school policies, programs, visits, correspondence and how decisions will be made that affect the girls.

#### WRITTEN POLICY AND PROCEDURES

Mountain View's individual treatment programs have not been developed into written policies. Written operating procedures are becoming standard in corrections to ensure the uniformity and continuity of treatment. An institution may be run well under one administration, but the programs and services will not necessarily continue under new leadership. The school's policies and procedures should be written to ensure a standardization and continuity

of these policies and procedures, and to help the school prepare for accreditation.

RECOMMENDATION: Mountain View should compile a standard operating procedure manual which covers:

- the reception, orientation and classification of all new students,
- written rules of conduct, spelling out prohibited behavior and penalties for misconduct,
- medical policies and procedures,
- institution physical security,
- privacy and security of records, to apply to former and present students.

#### MEDICAL SERVICES

Powerful tranquilizers and other mood altering drugs should be used only as a last resort and under the strictest guidelines to prevent their abuse.

RECOMMENDATION: Stimulants, tranquilizers or psychotropic drugs should never be used for discipline, and should be prescribed only by a psychiatrist when drugs are considered appropriate in extraordinary circumstances.

Many of the girls who come to Mountain View are in need of medical treatment. The Youth Court Act states that medical examinations should be given at the court intake level. But this procedure is so important to the well-being of the girl, that the school cannot assume it has been done before the girls arrive at the school.

RECOMMENDATION: A full medical examination should be performed by a licensed M.D. on all newly admitted girls at Mountain View. A licensed dentist should examine the students' teeth, as well as provide basic dental care and treatment. False teeth and bridges should be provided if prescribed by a dentist.

Health care could be improved at Mountain View if more funds were made available for the treatment of the girls' medical problems. Medicaid and Medicare funds are not available to the school because the federal government has classified Mountain View as a penal institution.

RECOMMENDATION: The Department of Institutions should petition the U.S. Government to delete its reference to Mountain View as a penal institution, in order to make the school available for federal health funds.

#### INTERAGENCY AND COMMUNITY COORDINATION

Aftercare counselors should make a special effort to visit the girls at Mountain View who are on their caseload. This would facilitate the reintegration process after her release to the community.

RECOMMENDATION: Aftercare counselors should visit the girls on their caseload at least once before their release and should attempt to see them as much as is practicable.

A tour of Mountain View would give youth court judges first-hand knowledge of the school and its programs. This may help judges make better commitment decisions based on the ability of the school to provide adequate services for delinquent youth.

RECOMMENDATION: All youth court judges should be encouraged by the Corrections Division and Mountain View to tour the school and receive a briefing on the programs and facilities.

Helena offers many opportunities for recreational activities. Assisting the girls to become productive citizens can be best accomplished in an environment where the girls are allowed to work and socialize with people in the community.

RECOMMENDATION: The girls should be allowed off-campus to join in recreational, cultural, civic and social activities in Helena and other appropriate communities.

#### PERSONNEL

Good staff are hard to find and sometimes harder to keep if salaries are not competitive with private enterprise.

RECOMMENDATION: The pay and benefits for all Mountain View employees should be competitive with the rest of the juvenile justice system and with comparable jobs in the public and private sectors.

Training is the key to staff development. The proper care and treatment of the girls calls for training that will enable the staff to become more effective at their jobs and help them work better with the students. The biggest need for training at Mountain View is with the cottage parents who have the most contact with the girls. The National Advisory Commission on Corrections, the American Correctional Association and the Montana Justice Project recommend 40 hours of annual training for corrections personnel.

RECOMMENDATION: All employees, except for clerical staff, should receive 40 hours of orientation training their first year, and 40 hours of training every year after that.

#### FORTY-FIVE DAY EVALUATIONS

Mountain View has been performing 45 day evaluations on girls for the youth court since 1971, and for boys since 1977. The purpose of the evaluations is to provide the judge with a complete psychological, academic and medical evaluation, a report on the

youth's social and institutional adjustment and then make recommendations to the court for the disposition of the case. The number of evaluations has steadily increased each year. In fiscal year 1978, 57 girls and 53 boys were evaluated. For budgetary reasons, the legislature dropped the funding for the evaluation of boys at Mountain View, beginning in July, 1979. This increases the need for additional evaluations in the community, since the boys sent to Mountain View were not considered appropriate placements for Pine Hills.

Federal guidelines state that status offenders should not be evaluated in correctional institutions. Montana's Youth Justice Council recommended that evaluations of status offenders no longer be done in the youth correctional institutions if the State has appropriate alternative facilities for the evaluations. The Youth Evaluation Program in Great Falls is a minimum security, residential evaluation center which can evaluate status offenders, and be used as an alternative to institutional evaluation for many juveniles.

RECOMMENDATION: Status offenders should not be evaluated at Mountain View, and only girls who have committed delinquent acts, and are considered unsuitable for a community-based evaluation, should be evaluated at Mountain View.

#### PHYSICAL PLANT

The cottages at Mountain View were constructed over 50 years ago. Many are in a state of disrepair and present a threat to the safety of the students. The two oldest cottages, Maple and Spruce,

can no longer be maintained in a safe condition. These cottages should be replaced with modern duplex structures conducive to individualized treatment.

RECOMMENDATION: Two 32 bed duplex cottages should be built to replace Maple and Spruce Cottages, which should be razed as soon as they become unoccupied.

#### FUTURE OPTIONS

The evaluation team studying Pine Hills recommended to the Corrections Division that the feasibility of converting Mountain View and Pine Hills into co-educational campuses should be studied. The team noted that better utilization of the facilities at both schools might be realized if they became co-educational. Mountain View could begin to take boys for treatment after the duplexes are built. The boys could be placed in one of the serviceable cottages vacated by the girls. Mountain View would screen the boys and select only those that would be able to function in a co-educational setting and not be disruptive to the girls program. This could be a pilot program used to test the desirability of converting both schools to co-educational programs.

## AFTERCARE SERVICES BUREAU

### INTRODUCTION

Aftercare began as a service in 1964 to improve the reintegration of youth back into the community after commitment to a state juvenile institution. These were delinquent, dependent-neglected and mentally retarded youth. Aftercare no longer provides services for retarded youth, and since the closing of Montana Children's Center in 1975, Aftercare has not received any more dependent-neglected youth.

The number of youth on Aftercare from the Children's Center was 159 in 1975, but had declined to 43 in 1979 and will be reduced to zero by 1981 as the remaining Montana Children's Center youth are gradually released from the program.

Aftercare now receives delinquent youth from Pine Hills School, Mountain View School, Swan River Youth Forest Camp and youth in need of supervision committed to the State for six months. The six month commitment youth cannot be committed to a youth correctional facility.

With the increasing number of adult inmates it has been recommended that Swan River restrict the number of juvenile offenders admitted to the camp. This would mean that more youth will be released to Aftercare from Pine Hills School and fewer or none released from Swan River. This should not affect the number of youth on Aftercare significantly.

Currently Aftercare has approximately 400 youth under supervision in the community and 241 youth in the juvenile institutions. With 15 counselors, the average caseload in the community is 26 youth per counselor. In the future the Aftercare caseloads are expected to decline slightly and then stabilize at between 20 and 25 cases per counselor. This is due to the Children's Center's youth leaving the system and the decline of the number of youth between the ages of 12 and 18 years as shown by school enrollments. (See Graph #11 in Appendix)

The Master Plan's recommendations for Aftercare are based on the premise that the client population will stabilize and that the existing State resources will not be significantly changed in the planning period. Therefore the majority of the recommendations are "system improvement" in nature.

The different functions within Aftercare can be divided into the following areas: field service and supervision by the 15 counselors, residential services (four Aftercare group homes and nine District Youth Guidance homes), the youth evaluation program, the detention/sheltercare program, 45 day evaluation referrals, the bureau office and interstate compact.

#### COUNSELORS

There are ten Aftercare offices throughout the State with either one or two counselors per office. (See Chart #15 in Appendix) Many of these offices are located with the adult Probation and Parole office, and share a secretary. A counselor in four of the

offices has the additional responsibility of managing an Aftercare Group Home.

The Aftercare counselor usually contacts the family while the youth is in the institution but seldom meets the youth before he is released from the institution. The first meeting is very important "to know each other's expectations and find common ground to work on." (SRA Counselors Study, 1978, p.4) The first meeting with the youth should occur before the youth is sent to the institution. The SRA study reported that the counselors recommended that this be done. The pre-institutional meeting would have to be arranged in conjunction with the juvenile probation officer working with the youth prior to his commitment.

RECOMMENDATION: There should be at least one pre-institutional meeting between an Aftercare counselor and a future client.

Along with the meeting between the Aftercare counselor and the youth, a meeting between the probation officer and the Aftercare counselor should also be held at this time to allow Aftercare to receive information and background on a youth from juvenile probation. The youth Court is responsible for making the youth's social history available to the Department of Institutions.

If a total treatment program approach were initiated with interagency staff meetings, a treatment plan could be started prior to the youth leaving the community. Aftercare would have to be the coordinating agency for this system. The treatment plan would include input from the local agencies that were involved with the youth along with deficiencies and needs of the youth. A copy of

this plan would go to the institution with the youth as the basis for the institutional treatment plan.

There is a need for more family contact by Aftercare counselors during the institutional stay of the youth and after the youth is released. If the counselor has no knowledge of the youths prior to their release from the institution it is impossible for them to start work with the family before release. The pre-institutional staffing would enable this to happen. The counselor would know in advance that upon release the youth could go home or that another placement would have to be found.

The next phase in the treatment plan would come from institutional visits. The Pine Hills Evaluation recommends that each counselor visit Pine Hills School each month. However desirable, it is currently impossible due to the lack of travel funds. The Pine Hills Evaluation was speaking only of Pine Hills visits. An Aftercare counselor could have youth in both Pine Hills and Mountain View Schools, thus doubling the travel.

RECOMMENDATION: Aftercare counselors should see their future clients in an institution as often as is practicable, but must visit them at least once prior to their release to arrange for a community treatment plan.

Families tend to be at the center of many of the Aftercare clients' problems. The Master Plan Survey of Aftercare counselors showed that 80% of the youth on their caseloads had family problems and the counselors believe that family problems have increased by 36% during the time the counselors have been with Aftercare.

Working with the family is a critical factor in any treatment program. Parents are far more important in the lives of juveniles than adults. Therefore, special efforts must be made to work with the family in an attempt to reintegrate Aftercare youth back into the community. Presently, counselors attempt to meet with families monthly while the youth is in the institution.

RECOMMENDATION: Counselors should work with their clients' families while the youth are in the institutions to begin to develop the treatment plan and prepare the family for the youth's return home.

The Master Plan Survey of Aftercare counselors revealed that 60% of the youth on Aftercare supervision have displayed psychological problems and that the number of clients displaying these kinds of problems is increasing. Counselors are not trained to handle these youth and must be able to make referrals to agencies that are equipped to deal with emotionally disturbed youth. The State should contract with nonprofit, private agencies to treat youths with emotional problems.

RECOMMENDATION: Counselors should have the authority and funds to purchase the necessary services to treat emotionally disturbed clients.

The nature of a counselor's work may keep him involved in dealing with his clients and neglect the coordination and communication necessary to maintain good relations with the rest of the juvenile justice system. Counselors should contact other components of the juvenile justice system to encourage communication and cooperation throughout the system.

RECOMMENDATION: Counselors should meet the juvenile law enforcement officer(s), county attorney, juvenile probation officer and youth court judge in their area and maintain continued coordination and communication with them.

The style of counselors varies but this does not prevent defining the role and purpose of an Aftercare counselor. Aftercare clients perceive the role of the counselor as law enforcement. (SRA Clients Study, 1978, p.5) This is an important part of the counselor's job because the youths must know that they may be returned to the institution for not obeying the law. If these youth are to be reintegrated into the community, the counselor needs more than coercion at his disposal. Counselors must deal with juveniles in a variety of ways. For example, some youth need control and supervision, and others are best served by being left alone. Some of the Aftercare clients could be better assisted if they believed their counselor understood their problems and acted as their advocate.

The first recommendation of the clients in the SRA Clients Study (p.13) states that counselors should be able to be an advocate for them. This could be subject to manipulation by some juveniles, but certainly advocacy for the clients should be a large part of the counselor's role. This would encourage cooperation on the part of the clients if they see their counselor as more of a helper than a law enforcement official. A counselor cannot be all things to all clients but it would be advantageous if the counselor's job were better defined by purpose, responsibility, duties, goals and authority.

RECOMMENDATION: The bureau should include a definitive statement of a counselor's function in the SOP manual.

#### TRAINING

New counselors receive two weeks of orientation. The first two days are spent in the central office, then ten days are spent in the field with another counselor learning the procedures in working with the clients. A follow-up with the new counselor is then done in the central office to review state and bureau policies and to solve any problems that may have occurred.

The bureau trainer has been teaching counselors the Carkhuff model of life skills, to help clients improve in twelve areas in their daily lives along with how to improve their interpersonal skills in dealing with clients.

Additional training in the following areas is needed.

- 1) Effective case management.
- 2) Alcohol and drug counseling and referral.
- 3) Family counseling.
- 4) Job seeking skills (for the clients).
- 5) Value clarification (using values for decision making).
- 6) Domestic skills for independent living (for the clients).
- 7) Counseling and communication skills.
- 8) Use of substitute care (group, attention and foster homes).

RECOMMENDATION: Aftercare counselors should have a minimum of 40 hours of orientation training and 40 hours of annual training to maintain proficiency and learn new skills.

The Montana Law Enforcement Academy could help teach counselors in areas not currently being covered. It is attempting to expand into a criminal justice training academy. This will offer

formal juvenile justice training at the academy with courses up to a week long.

RECOMMENDATION: The bureau should fund the training of counselors at the MLEA juvenile justice training program as part of orientation or continuing training.

#### ACCREDITATION

RECOMMENDATION: The Aftercare Bureau should achieve accreditation by the ACA Accreditation Commission by 1985.

The Association and the Commission strongly believe that...the implementation of these standards will be the most significant step toward the improvement of the juvenile justice system. (Anthony Travisono, Executive Director, ACA)

The Aftercare Bureau should develop a timetable for accreditation in conjunction with the division delineating major steps required in achieving accreditation and any costs that will be incurred.

Accreditation should be a process to analyze the bureau and its functions. The staff should work jointly on the steps required for accreditation. The Aftercare counselors should participate and there should be coordination between bureaus as each bureau prepares for accreditation.

Accreditation requires that written policies be developed to cover all aspects of the correctional process. Aftercare has a policy manual, which should be updated following the guidelines of the Accreditation Commission's Manual of Standards for Aftercare Services.

The SRA Counselors Study recommends that the counselors should participate in revising the bureau's manual (p.12) and receive feedback on the use of their proposals.

RECOMMENDATION: Aftercare should revise its policy manual with the assistance of the counselors to meet guidelines for ACA accreditation. The manual should define basic operational procedures, hiring and promotion guidelines and a career ladder. (SRA Counselors Study, 1978, p.12)

The goals and objectives of each of the bureau's components should be clearly spelled out in writing for the employees, the youth court and the public. Written policies will specify the functions and goals of each program as well as supply the standards by which programs may be evaluated.

RECOMMENDATION: The bureau should include in its policy manual the goals and objectives of the bureau office, counselors, Aftercare group homes, District Youth Guidance Homes, emergency shelter care and the Youth Evaluation Program.

#### AFTERCARE AGREEMENT AND REVOCATION

The Aftercare agreement has been criticized as exerting little or no control over the client. The majority (71%) of the counselors who responded to the Master Plan Survey stated that the agreement did not provide an adequate amount of control over their clients.

Furthermore, the Aftercare Revocation Survey states the agreement does not comply with State law (80-1414 M.C.A.) because the youth must sign the agreement before he leaves the institution, and that youths are not advised of all their rights and rules of

the agreement at that time. (p.29) The survey further indicated that many of the rules in the agreement are difficult to enforce (such as not buying a car without a counselor's permission) and should be eliminated. The agreement's control rests upon the degree to which it is enforceable.

RECOMMENDATION: The Aftercare agreement should be changed to a specific statement that the youth should obey the law at all times, with any other specific provisions that are warranted, such as regular attendance at a treatment program. The youth, his family or foster parents should participate in developing the agreement with the Aftercare counselor, who should be present when the agreement is signed.

The revocation hearing is conducted by a local attorney who is hired by Aftercare as the referee in the proceedings. After a formal hearing (where the youth has a lawyer and Aftercare is represented by the county attorney) the referee recommends to the bureau chief whether or not a youth should be returned to an institution. The bureau chief has the final decision on the revocation.

This procedure tends to be cumbersome and gives Aftercare the appearance of having a conflict of interest because the bureau makes the revocation decision. The revocation hearing could be improved if it were part of the youth court.

RECOMMENDATION: The Corrections Division should amend its policies and procedures to allow the youth court judges to preside over Aftercare revocation hearings.

The bureau chief supervises 15 counselors throughout the State. Given the wide range of administrative duties in the central office, the chief cannot exercise any but the most nominal supervision over

his counselors. The ACA states that the span of control of a supervisor should be no more than six. (Manual of Standards for Aftercare, 1978, p.30) and the Master Plan Aftercare Survey showed that the most frequent response of counselors concerning what would improve the bureau, was more contact and communication with Central Office. Regional supervisors could more effectively provide this contact and communication with their counselors.

RECOMMENDATION: Aftercare should decentralize its span of control by using regional staff to supervise counselors.

An active bureau public information program could inform the public of the counselor's role and Aftercare programs that assist the youth's reintegration into society. The bureau should encourage counselors to publicize Aftercare success cases to the media and local citizen's groups, such as service clubs, fraternal organizations and schools.

RECOMMENDATION: The bureau chief should develop a program to inform the public about Aftercare, its problems and successes. Counselors should be provided with a written public information policy in their SOP manual. This policy should include rules to safeguard the privacy of Aftercare clients.

The average active caseload (youth in the community and not in an institution) of counselors has been 26, whereas, the average caseload of a parole officer is 76, and some officers have over 100 offenders on their caseloads. With the rapidly increasing number of adult offenders and the stable number of juvenile offenders, it would appear that Aftercare supervision of some adult offenders would help alleviate the Probation and Parole Bureau's heavy super-

visory responsibility. Caseload sharing would have to be worked out between the two bureaus. Probation and Parole could also supervise an Aftercare youth in a remote area not often visited by an Aftercare counselor. But the objective of the program would be to lower parole officer's caseloads. Training should be given to the counselors who would supervise adults.

RECOMMENDATION: Courtesy supervision should be encouraged between Aftercare and Probation and Parole.

The Youth Court Act provides for commitment of some youth to the Department of Institutions until age 21. This could be in violation of the State Constitution, which grants majority age at 18. The argument for committing all youth until age 21 is that many juveniles come under the supervision of the Department of Institutions at age 17, and may not be released to Aftercare until they are already 18.

Despite these cases (which are in the minority - the average age of committed youth is 16), most youth would be best served by being released from Aftercare supervision when they are 18. If they continue to break the law, then they should be tried as adults, as their age dictates. Since Aftercare is a correctional agency, most youth could be best assisted if they were given a fresh start when they become adults. This is the intent of the Montana Youth Court Act.

Supervision should also be terminated when the youth has been on a counselor's caseload for one year. By this time, the counselor should have assisted the juvenile and provided the supervision

necessary. Counselors stated in the Master Plan Survey that if a youth gets in trouble, it occurs on the average of 4.5 months after he leaves an institution. The ACA accreditation manual recommends that one year of Aftercare supervision is adequate because most juveniles who get into trouble again will do so by that time (p.52). Therefore, retaining youths on supervision for more than one year should be justified. If a counselor believes that independent living or college tuition would help a youth, it should be used as a reason to extend his period of supervision.

RECOMMENDATION: Juveniles should be released from Aftercare supervision when they become 18 or after they have been under supervision for one year. When there is a compelling reason to continue supervision exceptions can be made by the counselor with the approval of his supervisor.

The bureau would benefit if it would follow-up on youths who have been discharged from supervision to find out how they have done following their Aftercare experience. This would indicate if the bureau and institutions are succeeding with clients, and thereby illustrate what methods provide the best results. A follow-up evaluation of former clients would also help the counselors by providing feedback on youth who are released from their caseloads. As stated by the SRA Counselors Study:

Almost no information is available to counselors on what happens to individuals when they leave the system. Except for a few notorious examples, individuals disappear and no one knows if they are long-term "successes" or "failures". Long-term studies of the clients' experiences in the system and the following years would yield valuable information on "what works." (p.17)

Offender success may be measured in two ways: 1) recidivism, and 2) achievement of specific standards. Recidivism for Aftercare

should be calculated on a youth returning to the juvenile justice system (probation, an institution or Aftercare) or entering the adult criminal justice system. A survey of the youths should be continued for three years in order to get an accurate assessment of success.

It does not mean that a youth is a success because he has not returned to the corrections system. A person's life may be a failure, even though he has not reentered the corrections system. Therefore, it is necessary to establish criteria to measure personal success, such as graduating from high school, getting a General Education Development certificate, holding the same job for one year, going to college, or joining the Armed Services. These standards tend to be more subjective than measuring recidivism, but they tend to illustrate if the former Aftercare client is involved in activities that are generally considered to be successful. Prescriptive programming can be used to measure the success of clients in 12 life skills areas.

RECOMMENDATION: The bureau should develop a follow-up study of all clients presently on Aftercare using recidivism and measures of personal achievement.

The bureau does more than provide counseling and supervision of juveniles after they leave an institution. Group homes, shelter care and an evaluation program are also provided by Aftercare. Despite the problems associated with a name change and establishing a new identity with another name, the title of Juvenile Services Bureau would be more descriptive of Aftercare's responsibilities.

RECOMMENDATION: The bureau should change its name to the Juvenile Services Bureau.

#### GROUP HOMES

Group homes provide an alternative to institutional incarceration for many juveniles that have family problems. Youth are sent to the group homes directly from the court as part of a six month commitment or they are released to a group home from an institution when they cannot return to their original home. The group home parents reside in the home and when they want to leave for a weekend or a vacation, substitute parents must take their place.

The group homes are located in residential areas of Montana's largest cities. Their purpose is to provide to the greatest extent possible, a home-like atmosphere for girls and boys who have been committed to the Department of Institutions by the youth court. Each home has a licensed capacity for eight youths.

Working as a group home parent is very difficult. One of the biggest problems is that the parents cannot leave their job, except for brief periods, since they live in their place of employment. Also they must work more than 40 hours a week.

This causes a high turnover of parents in the homes. Most group home parents "burn out" within one year. Good group home parents are hard to find and it takes a couple of months for new parents to become accustomed to their job so that they are comfortable and competent in their work.

The major complaint of the group home parents is that they are not State employees and do not receive full time employee benefits

such as insurance, retirement, vacation and sick pay. The problem with group home parents becoming F.T.E.'s is the overtime they would incur, since they are technically on duty 24 hours a day. Until the State law is changed to allow employees to exempt themselves from overtime compensation, group home parents cannot become F.T.E.'s.

RECOMMENDATION: The Corrections Division should seek an amendment to the State labor law to allow full time employees to be exempted from overtime compensation.

The Aftercare and District Youth Guidance Homes exist as alternatives to Mountain View or Pine Hills. In some cases juveniles are placed in the homes because they have no home or cannot live in their own home. The purpose of the group homes is to gradually reintegrate the juveniles into the community and help them become responsible, law-abiding youths.

Measurable goals and objectives are required to give the homes specific criteria with which to measure performance. Group home parents and the boards of the District Youth Guidance Homes should be apprised of the bureau's expectations of staff and client performance. The homes are now evaluated semi-annually. This practice should continue.

RECOMMENDATION: In order to facilitate evaluation, Aftercare should develop written policies that clearly spell out measurable goals and objectives for the group homes.

Some of the youth released from an institution require more supervision and control than the open living arrangements of group

homes. Aftercare counselors state that clients who fail, do so within 4.5 months of their release. The first few months out of an institution are the most critical, and in some cases youth need more of a structured environment than the typical group home can offer. The creation of a juvenile halfway house might be considered for the older, more sophisticated juveniles who leave an institution and do not fit into the group home concept.

Because group home parents have a difficult job many of them become frustrated and leave within one year. One way to help them deal more effectively with their responsibilities is to offer them training in the areas of adolescent behavior and domestic skills.

RECOMMENDATION: Aftercare, District Youth Guidance and Attention Home parents should receive training in the following areas:

- Domestic skills (keeping house, good nutrition, etc.)
- Normal and abnormal adolescent behavior.
- Coping with stress situations.

One of the critical responsibilities of group homes and Attention Homes is placing the youth into a proper environment when he leaves the home. This decision should be based upon the best knowledge and expertise of other professionals besides the group and Attention home parents. The placement may mean the difference between success and failure for the youth when he leaves the home. Staffing between group home parents and local youth service professionals has been standard practice, and should continue to be used to assist placing the youth.

RECOMMENDATION: Group and Attention home parents should meet with the Aftercare counselor, juvenile probation officer, the local Youth Development worker and any other social services professional who could assist in the placement of the clients.

#### SHELTER CARE

One of the major goals of the State juvenile justice system is to minimize the number of juvenile offenders who are detained in jail. Some youths in crisis need a secure setting in lieu of incarceration. Shelter care provides this through the use of Attention Homes. There are six attention homes in the State for the care of juveniles for up to six weeks. The homes keep most of the residents out of jail while a proper placement is being sought for them.

In keeping with the goals of juvenile justice, jails should be used as little as possible to detain youth. ACA Accreditation Standard 7258 states that juveniles should not be locked up unless it is to protect the public, prevent self injury or to ensure the youth's presence at a court hearing. This is also a provision of the Youth Court Act and should be followed by the Aftercare counselors.

RECOMMENDATION: Aftercare counselors should detain a youth only as a last resort. Attention homes should be used whenever possible when a youth cannot remain at home for a revocation hearing. A jail should be used only when it is clear that a youth will endanger society, himself or run away.

Finding a placement for the youth in the community is a critical part of the program because they often cannot return to their home. One of the purposes of the home is to expedite placements, by only providing emergency care, and not extended, care of youths. This would prevent attention homes from being used as group homes

for longer term care.

Some youth in areas where there is no attention home need shelter care. Aftercare should budget for the purchase of private shelter care services when they are needed. The bureau should define in precise terms what it expects from the vendor, then allow the private sector to bid on the proposal.

RECOMMENDATION: Aftercare should seek funds to expand shelter care services.

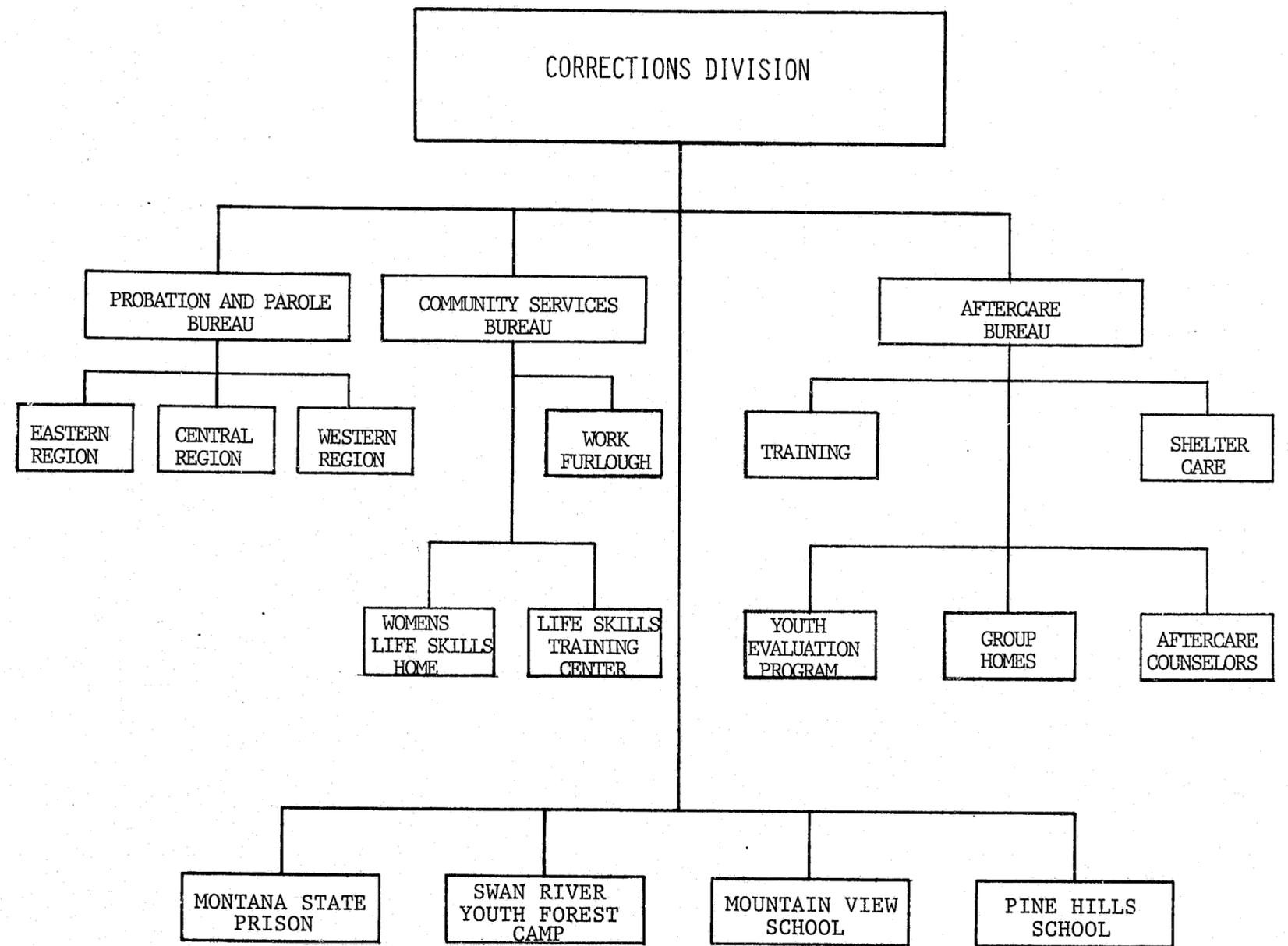
#### YOUTH EVALUATION PROGRAM

This Great Falls program is based in a residential, non-secure setting and provides the youth court with 45 day, non-institutional psychological evaluations and commitment recommendations of youth placed there. The facility holds up to 8 juveniles at any given time.

The program has received wide support in the juvenile justice system, especially with the national trend to deinstitutionalize status offenders and most evaluations. The Master Plan Survey revealed that 57% of the Aftercare counselors and youth court judges who responded believe that a Youth Evaluation Program could replace institutional evaluations in most cases.

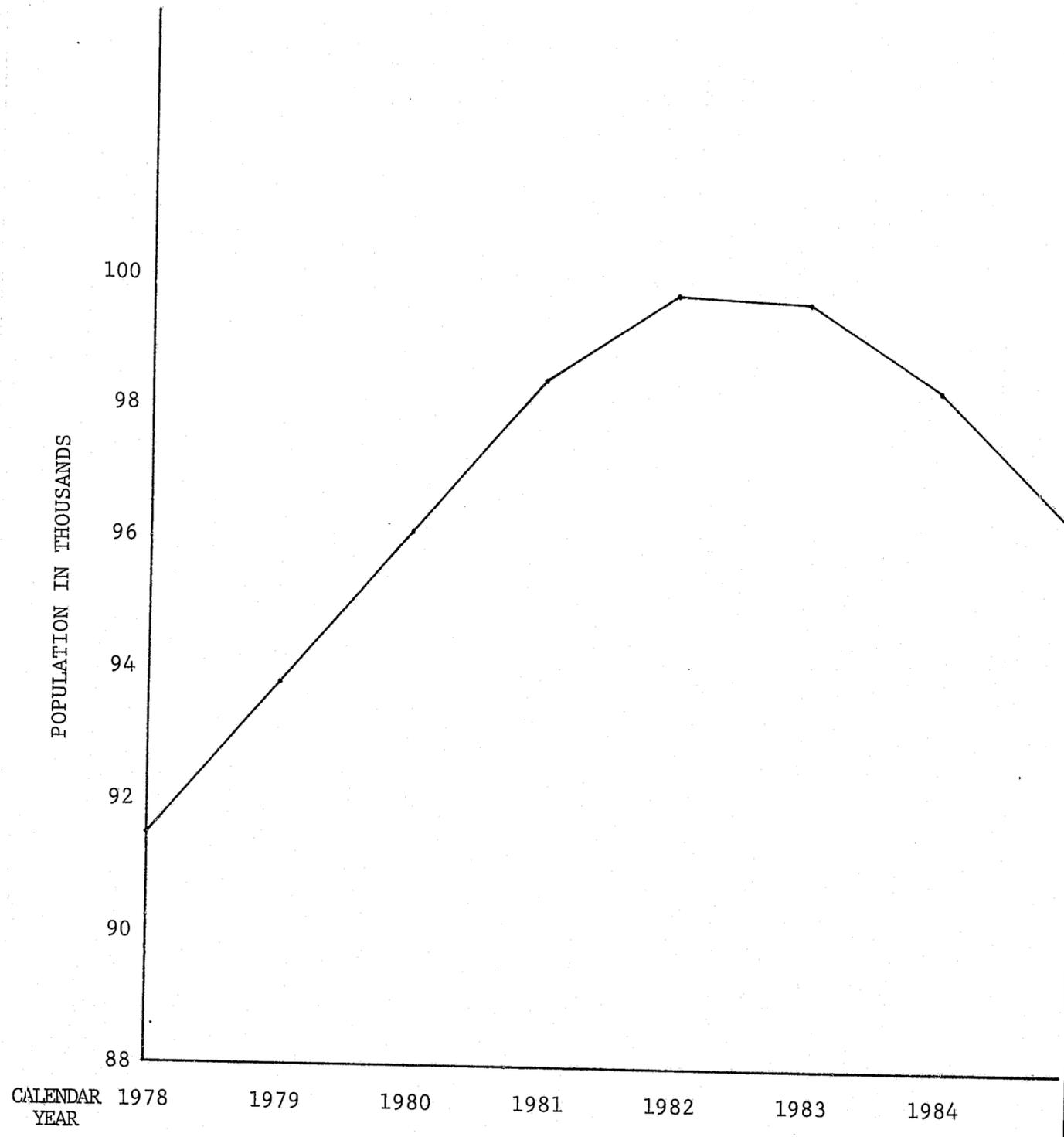
RECOMMENDATION: An additional Youth Evaluation Program should be implemented.

SECTION IV  
APPENDICES



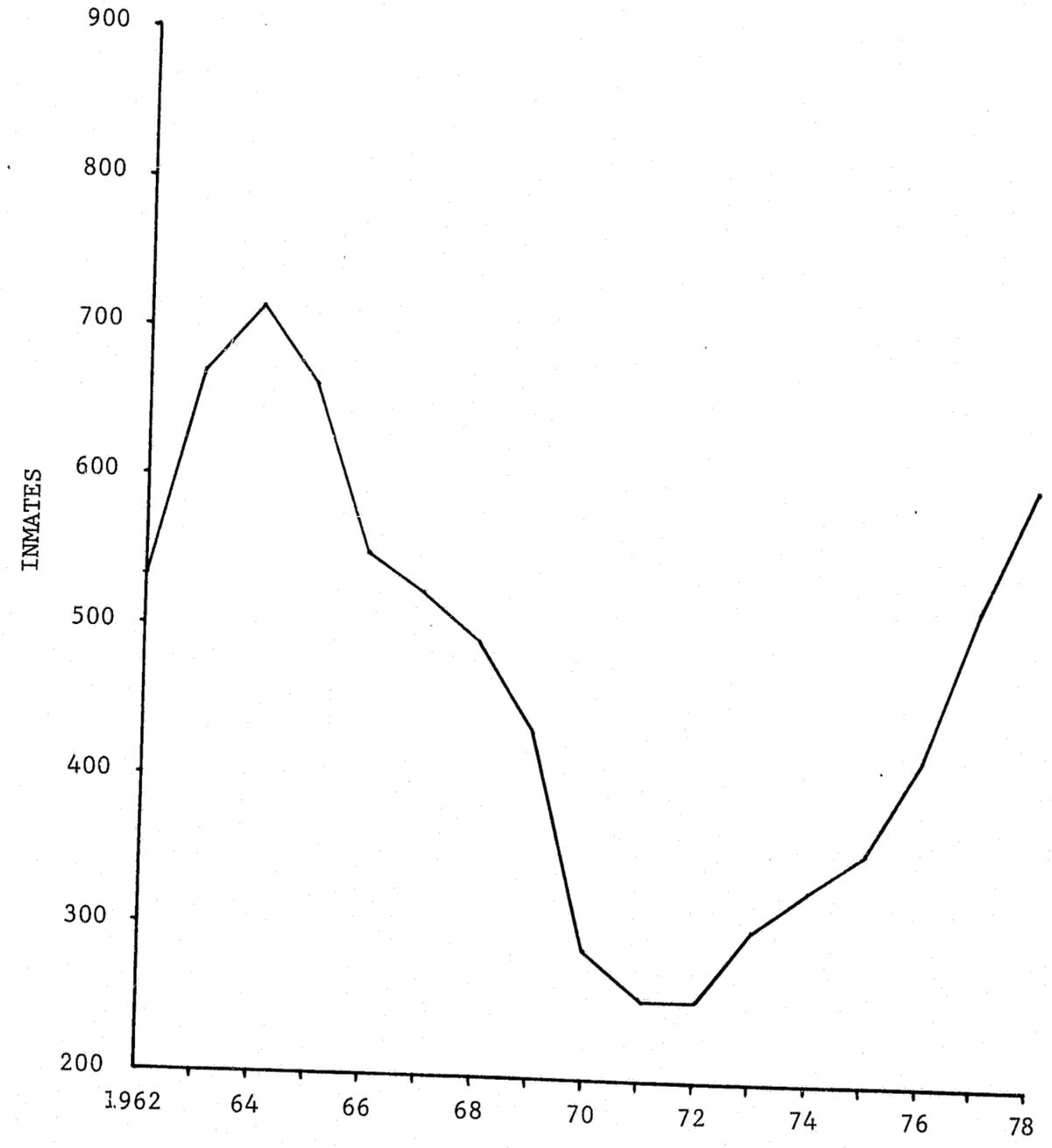
2

POPULATION AT RISK  
MALES 18-30 YEARS



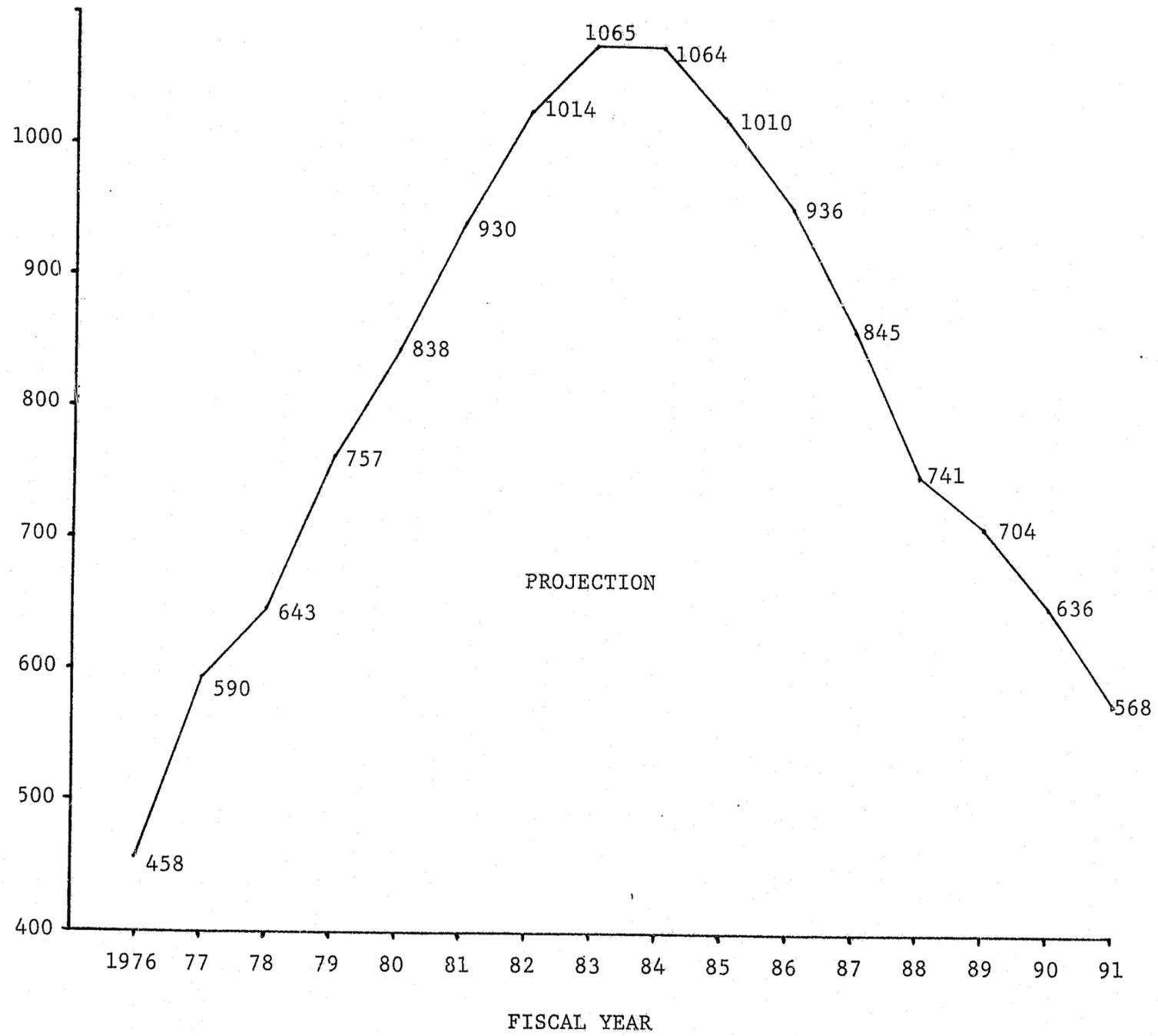
3

MONTANA STATE PRISON  
AVERAGE INMATE POPULATION



4

TOTAL ADULT MALE FELONS INCARCERATED



## ADULT FEMALE STATEWIDE FELONY ARRESTS \*

CALENDAR YEAR	1974	1975	1976	1977	1978
CRIMES AGAINST PERSONS	93	109	139	83	70
CRIMES AGAINST PROPERTY	175	263	408	295	240
OTHER CRIMES	401	428	629	555	592
TOTAL	669	800	1176	933	902*

\* ERWIN, CRIME IN MONTANA ANNUAL REPORTS

\* BASED ON 1/2 YEAR DATA

ADULT MALE STATEWIDE FELONY ARRESTS \*

CALENDAR YEAR	1974	1975	1976	1977	1978*
CRIMES AGAINST PERSON	922	1095	1150	1073	816
CRIMES AGAINST PROPERTY	2125	2643	3029	2593	2670
OTHER CRIMES	2507	2699	3457	3082	3264
TOTAL	5554	7237	7636	6748	6750

\* ERWIN, CRIME IN MONTANA ANNUAL REPORTS

\* BASED ON 1/2 YEAR DATA

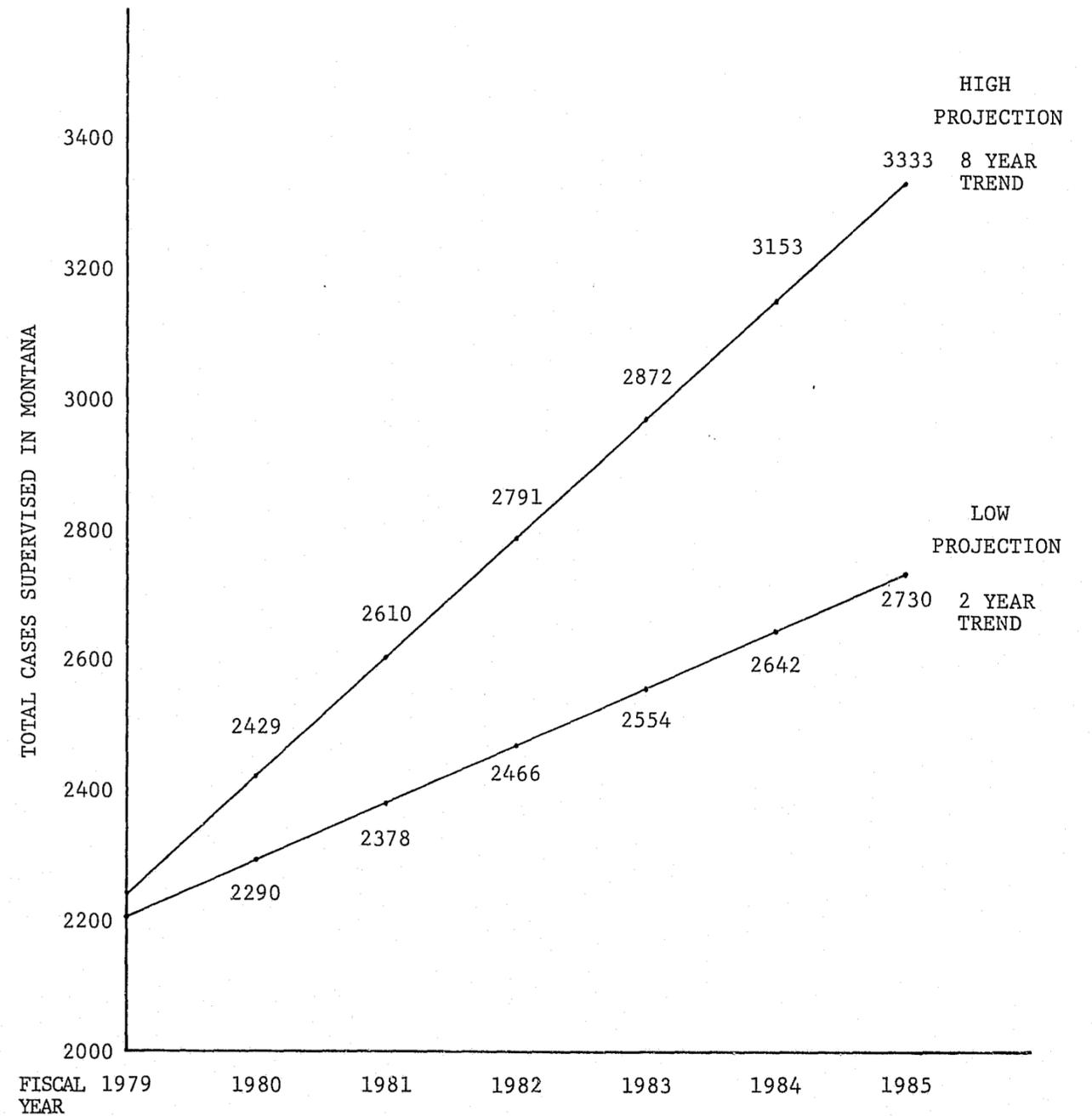
PAROLE BOARD ACTIONS

CALENDAR YEAR	# INTERVIEWED FOR PAROLE	PAROLED	1ST TIME OFFENDERS	# MOS. INCARC.	PAROLE VIOLATIONS
1976	371 31 PER MO.	274 74%	62%	13.7	90
1977	448 37 PER MO.	322 72%	58%	12.5	105
1978	391 33 PER MO.	253 65%	45%	13.9	125

ADULT PROBATION AND PAROLE  
CASELOAD SUPERVISED IN MONTANA

CALENDAR YEAR	PAROLEES	PROBATIONERS	TOTAL	# INCREASE	% INCREASE
1970	200	510	710	--	--
1971	275	605	880	170	23.9%
1972	300	725	1025	145	16.5%
1973	325	875	1200	175	17%
1974	310	1075	1385	185	15.4%
1975	350	1325	1675	290	21%
1976	455	1527	1982	307	18.3%
1977	466	1606	2072	90	4.5%
1978	466	1692	2158	86	4.2%

ADULT PROBATION AND PAROLE  
CASELOAD PROJECTIONS



STATEWIDE JUVENILE FELONY ARRESTS \*

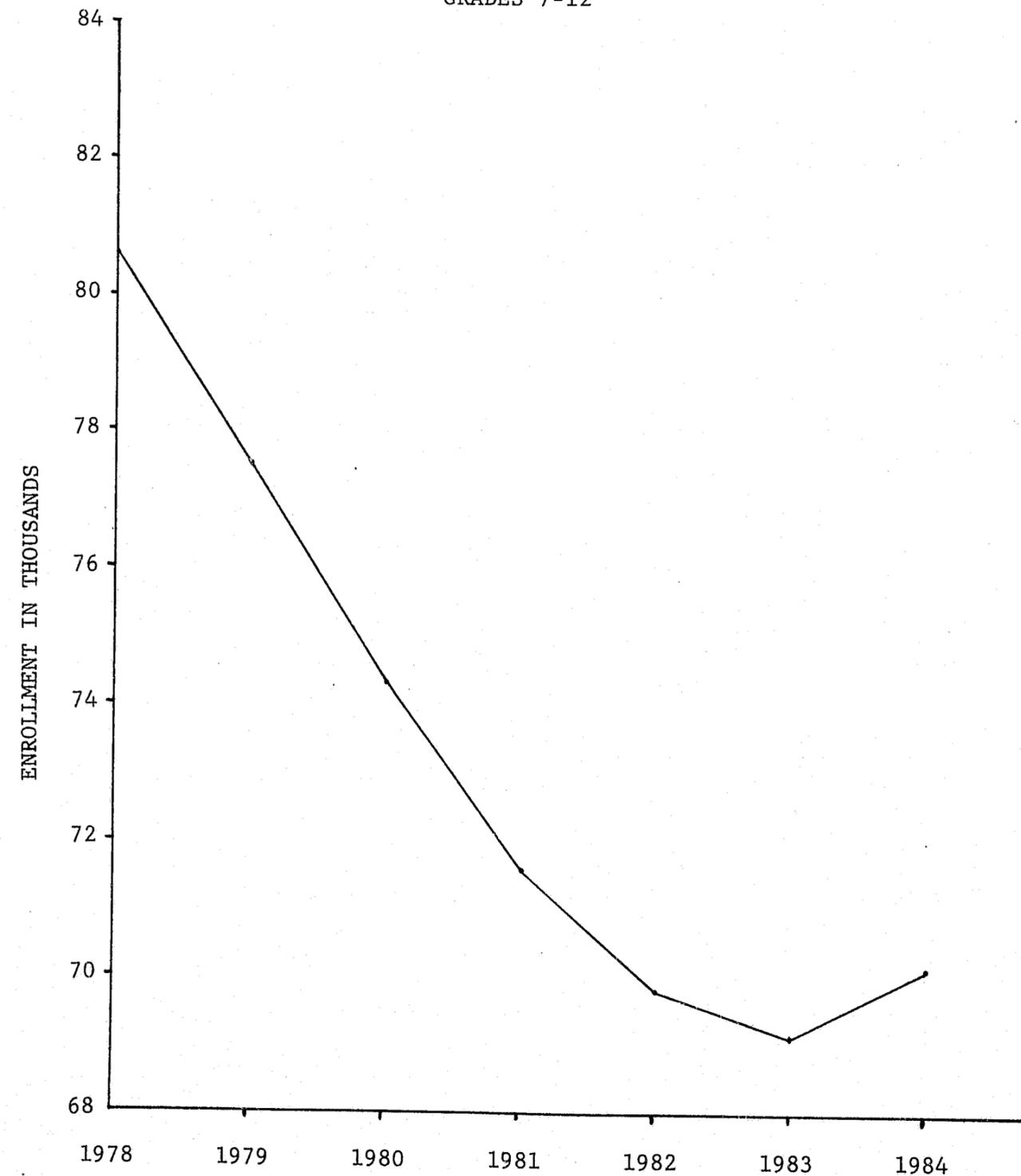
CALENDAR YEAR	1974	1975	1976	1977	1978 *
CRIMES AGAINST PERSONS	115	115	189	128	124
CRIMES AGAINST PROPERTY	970	972	1250	973	1174
OTHER CRIMES	556	579	844	789	740
TOTAL	1641	1684	2283	1890	2038

\* ERWIN, CRIME IN MONTANA ANNUAL REPORTS

\* BASED ON 1/2 YEAR DATA

SCHOOL ENROLLMENT \*

GRADES 7-12



\* OFFICE OF SUPERINTENDENT OF PUBLIC INSTRUCTION PROJECTIONS

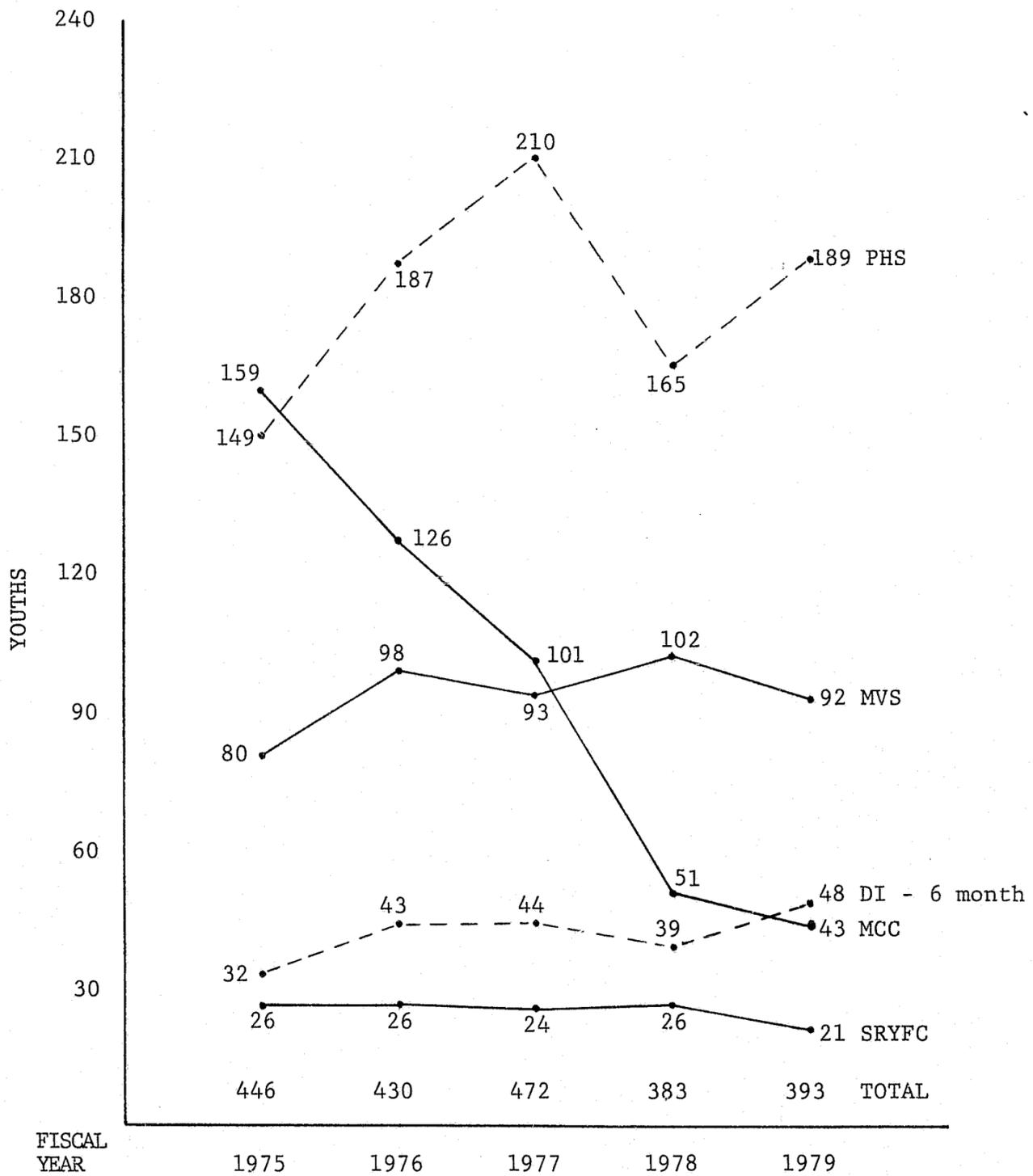
MOUNTAIN VIEW SCHOOL

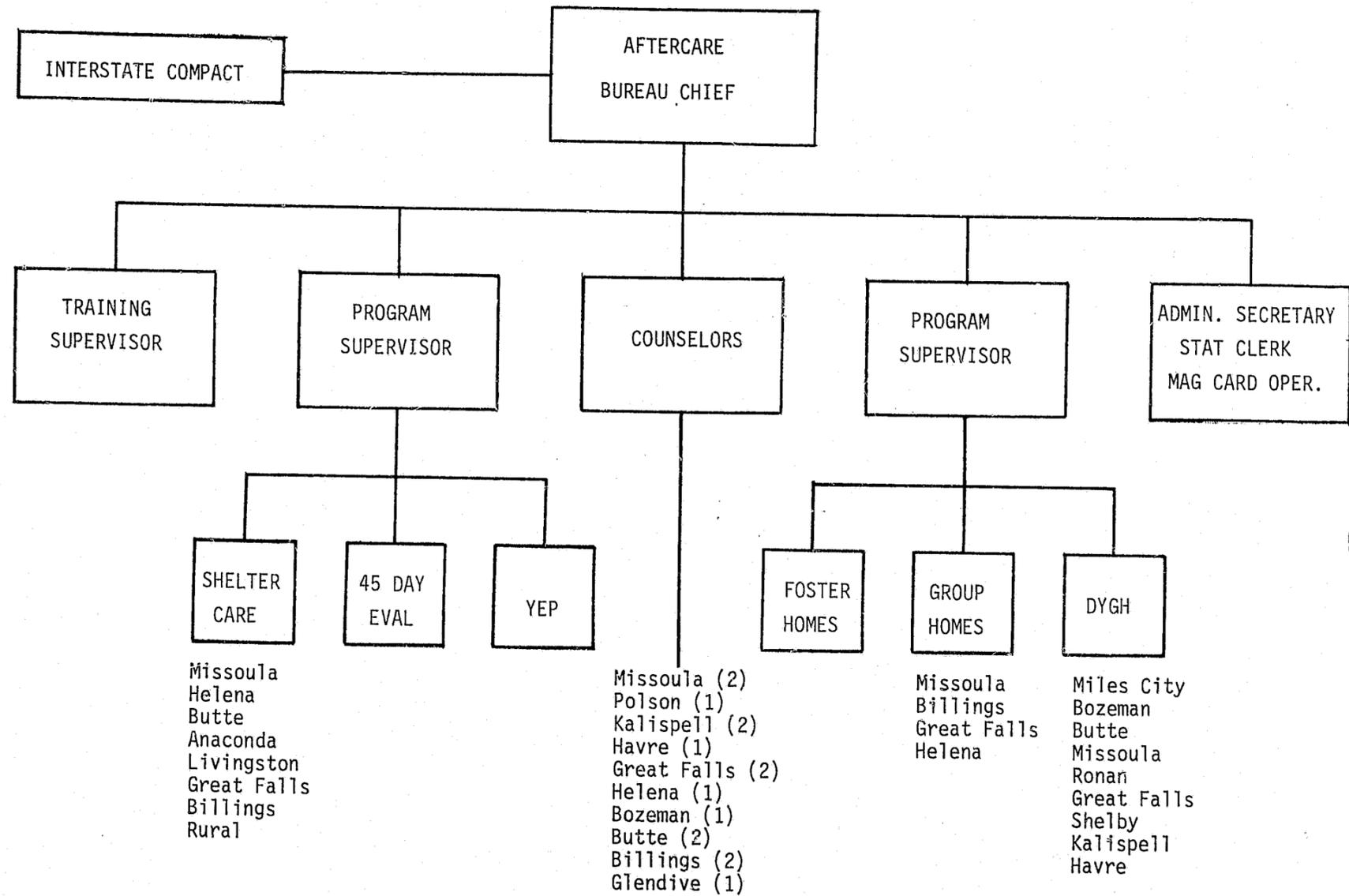
	1974	1975	1976	1977	1978
# COMMITMENTS	68	48	41	40	39
# 45 DAY EVALUATIONS	49	85	86	77	56 GIRLS ----- 54 BOYS
AVERAGE POPULATION	56	55	51	48	49

PINE HILLS SCHOOL

	1974	1975	1976	1977	1978
# COMMITMENTS	129	125	151	110	129
# 45 DAY EVALUATIONS	83	91	97	106	63
AVERAGE POPULATION	128	128	135	128	119

AFTERCARE CASELOAD





COUNSELOR'S EVALUATIONS											
TYPE OF CRIME	PRIOR FELONY	REVOCACTIONS	TIME FACTOR FROM LATEST INCIDENT	ESCAPES	PROGRAMS ATTENDING	GOOD TIME	Institutional Adjustment	SECURITY STATUS	EMPLOYMENT/EDUCATION	LENGTH OF SENTENCE	TIME TO PAROLE
5.0 CLASS V	NONE	NONE	7 OR MORE YEARS (x 5)	NONE	4 OR MORE PROGRAMS	25 DAYS	EXCELLENT	MINIMUM TRUSTEE	Master Tradesman MGR/Supervisor Drama Business 3 YEARS COLLEGE	1 - 4 YEARS	3 - 9 MONTHS
4.0 CLASS IV	ONE	ONE	5 - 7 YEARS (x 4.5)	ATTEMPT ESCAPE	3 PROGRAMS	21 - 23 DAYS	ABOVE AVERAGE	MEDIUM II	2 Year Employee of State Job, Technical Skill Journeyman 2 YEARS COLLEGE	5 - 9 YEARS	10 - 18 MONTHS
3.0 CLASS III	TWO	TWO	3 - 5 YEARS (x 3.5)	ONE ESCAPE	2 PROGRAMS	16 - 19 DAYS	AVERAGE	MEDIUM I	2 Year Employee 1 Year Voc-Tech Apprentice 1 YEAR COLLEGE	10 - 20 YEARS	18 - 27 MONTHS
2.0 CLASS II	THREE	THREE	1 - 3 YEARS (x 2.5)	VIOLENT ATTEMPT	1 PROGRAM	13 DAYS	FAIR	CLOSE CUSTODY	1 Year Employee Entry Level Voc-Tech LESS THAN 1 YEAR COLLEGE	40 OR MORE YEARS	28 - 36 MONTHS
1.0 CLASS I	FOUR OR MORE	FOUR OR MORE	LESS THAN 1 YEAR (x 1.5)	ANY VIOLENT ESCAPE, OR 2 OR MORE ESCAPES	NONE	10 DAYS	POOR	P.C. OR MAXIMUM	TEMP. JOB LIMITED EXPERIENCE NO SKILLS H.S. GRAD OR G.E.D.	LIFE SENTENCE	OVER 36 MONTHS

PRISON FURLOUGH PROGRAM MATRIX

CRITERIA	WEIGHT	GRID EVALUATION	POINT TOTAL
1. TYPE CRIME	10X time factor X	---	---
2. PRIOR SENTENCES	10X time factor X	---	---
3. REVOCACTIONS	10X time factor X	---	---
4. ESCAPES	10X time factor X	---	---
5. PROGRAMS	5X	---	---
6. GOOD TIME	5X	---	---
7. ADJUSTMENT	10X	---	---
8. SECURITY STATUS	5X	---	---
9. EMPLOYMENT/EDUCATION	5X	---	---
10. SENTENCE LENGTH	7X	---	---
11. PAROLE TIME	8X	---	---
IDEAL SCORE	425		
REAL SCORE = SUM OF TOTAL POINTS			
3.0 on scale of 5.0 = 255 pts. must score 255 points or more to be eligible for consideration.			

EXHIBIT 17

DANGEROUS/NONDANGEROUS OFFENDER

To determine the ratio of dangerous to nondangerous inmates the Master Plan staff requested an OBSCIS inmate profile containing information about every adult male incarcerated on December 20, 1978. This profile contained the inmate's age, sex, race, highest grade achieved in school, escape attempts, prior convictions, the crime and sentence received. Then using the OBSCIS listing of crimes, the staff selected the crimes that are considered to be "dangerous" They are:

- |                               |  |
|-------------------------------|--|
| Duel death ensued             | Kidnapping w/death of victim           |
| Murder 1st or 2nd degree      | Sexual assault                         |
| Kidnapping and related        | Sex assault of youth or causing injury |
| Rape and related offenses     | Sexual intercourse w/o consent         |
| Lewd and lascivious conduct   | Sexual intercourse w/youth or injury   |
| Escape                        | Deviate sexual conduct                 |
| Robbery                       | Deviate sexual conduct w/o consent     |
| Arson and related offenses    | Negligent arson endangering life       |
| Assault 1st or 2nd degree     | Possession of explosives               |
| Sale of dangerous drugs       | Escape from prison using force         |
| Poss. DD with intent to sell  | Escape from prison w/o force           |
| Deliberate homicide           | Escape detention with force            |
| Mitigated deliberate homicide | Transferring weapon to prisoner        |
| Aggravated assault            | Criminal syndicalism                   |
| Intimidation                  | Bringing armed men into state          |
| Unlawful restraint            | Criminal use of a machine gun          |
| Kidnapping                    | Aggressive use of a machine gun        |
| Aggravated kidnapping         | Possession of weapons by prisoners     |

The staff then put each inmate on the printout into either a dangerous or nondangerous category, or in the case where there was no information listed as to the type of crime they were listed as unknown.

The results are as follows:

Dangerous	315	50%
Unknown	55	9%
Nondangerous	<u>259</u>	41%
	629	

Median Sentence Length

Nondangerous	5.5 years
Dangerous	15 years

CLIENTS STUDY

FINAL REPORT OF AN ETHNOGRAPHIC STUDY OF PROBATIONERS, PAROLEES,  
AND AFTERCARE YOUTH IN MISSOULA, BILLINGS,  
AND GREAT FALLS, MONTANA

prepared by

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for the

Corrections Master Plan  
Corrections Division  
State Department of Institutions

December 6, 1978

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FINAL REPORT OF AN ETHNOGRAPHIC STUDY OF PROBATIONERS, PAROLEES,  
AND AFTERCARE YOUTH IN MISSOULA, BILLINGS,  
AND GREAT FALLS, MONTANA

Introduction

In September and October 1978, arrangements were made between the Montana State Department of Institutions and Social Research and Applications to interview individuals placed in the Adult Probation and Parole and Aftercare programs in Missoula, Billings, and Great Falls. The purpose of the project was to identify and analyze attitudinal, valuational, and behavioral topics fundamental for understanding the points of view of representative adults and youth concerning what is happening in, and in consequence of, the interaction between service providers and service recipients. The selections of interviewees were made by officers and counselors\* at the field offices in the three chosen cities in consultation with members of the team doing the Master Plan study for the Department of Institutions. To provide the interviewers with exposure to a cross section of the adults and youth concerned, the selection yielded two individuals judged to be successful and two unsuccessful in each of the aftercare, probation, and parole categories in Missoula, and one of each type in each of the three categories in Great Falls and in Billings. The interviewing was scheduled to begin in Missoula in September 1978 and to involve enough persons to facilitate generating a wide spectrum of topics pertaining to their experiences in the system in general and in their client role in particular. To test the reality and generality of these reported experiences, comparable interviews were done with half as many persons in Great Falls and in Billings. All 24 interviews (12 in Missoula, 6 in Great Falls, 6 in Billings) were

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\*This report will use the term "officer" to refer to parole and probation officers and the term "counselor" to refer to aftercare counselors.

conducted in a setting totally disassociated from the corrections system and were tape recorded with the permission of all concerned.

It should be noted that analyses of the tapes suggested that it would be highly desirable to reality check and validate resultant findings by interviewing the officials in Adult Probation and Parole and in Aftercare who had helped to select those interviewed. Arrangements were subsequently made to interview these persons in November 1978, and the findings of that study were reported separately.\*

The kind of sampling and interviewing employed in this project was done as part of a research approach calling for qualitative analysis of narrative data. To systematically generate, reality test, and otherwise validate perceptual and behavioral topics of pertinence to the study, a "grounded theory" \*\* analytical mode was used to ongoingly discover, sort out, and explain with the direct and conscious help of interviewees what was going on in the kind of practitioner-client relationship found in Adult Probation and Parole and in Aftercare and to ascertain what it all meant to the adults and youth who were contacted. The two researchers who worked in Missoula and Billings (sometimes together, at other times separately) and the one in Great Falls continually checked findings and interpretations with each other as well as with respondents as required by the "grounded theory" procedure for generating and explaining attitudinal, valuational, and behavioral topics of especial interest to the project. Early on, it became clear that the three researchers were consistently confirming each other's findings and that the findings were faithful, accurate, and fair portrayals of the actual experiences of those interviewed. Accordingly, the researchers are confident that this report is a sound and objective account of what was learned in these interviews. The following report, therefore, presents respondents' views and recommendations. The researchers' own discussions and recommendations are confined to the final section.

\*Social Research and Applications, "Final Report of An Ethnographic Study of Adult Probation and Parole Officers and Aftercare Counselors in Missoula, Billings, and Great Falls, Montana" (Missoula, Mont.: SRA, December 6, 1978).

\*\*Barney G. Glaser and Anselm L. Strauss, The Discovery of Grounded Theory: Strategies for Qualitative Research (Chicago: Aldine, 1967). See also the discussion in the Appendix.

### Summary of the Interviews

#### Playing the Game

Prefatory note. What is called "playing the game" is defined by all concerned as a legitimate effort to develop and utilize important survival skills. The principal players in this game are adult probationers and parolees and aftercare youth and the officials to whom they are responsible. All these people live in a world where attempts to influence and manipulate one's associates generally take the form of "con" and "countercon" activities. Among these people, such carefully calculated, contrived behavior is so usual and normative that the phrase, playing the game, is an apt empirical description.

Interview findings. Interviewees made the following comments regarding game playing.

1. The game is one of impression management in the individual's relationship with his parole/probation officer or aftercare counselor.
2. The name of the game is, first, to convince the official that he or she (the client) has been punished enough and is now ready for rehabilitation and, second, to demonstrate through visible behavioral changes that rehabilitation is actually taking place.
3. Rehabilitation, as manifested in behavioral change, consists of somehow deciding that "you have had enough of the hassle" of being a criminal/prisoner/client, "getting your head straight," and modeling or exemplifying behavior consistent with the American conception of a secular "born again" experience. Playing the game is desirable, if not essential, even if the individual honestly and sincerely believes he/she is being rehabilitated because it is not enough to believe that the rehabilitation process is under way: the process has to be made manifest to the parole officer or aftercare counselor in whatever ways the corrections officer finds desirable and acceptable. It is thought possible, through impression management, to con the latter into perceiving that acceptable behavioral change is occurring, even when the individual's values and life-style remain fundamentally unchanged.

4. Trying to run a con on parole officers and aftercare counselors is so risky, given their considerable ability to spot contrived behavior and their awesome power to "drop the hammer" on the individual and send him to an institution, that the individual has to have alternative game plans to keep his relationship with the officer or counselor viable if/when his pretense is uncovered. A typical client describes this negotiation: "At first he was going to violate me (after being busted) because he thought I was just gaming. But finally he was convinced that I wanted to do something positive to change. Later I heard that he didn't violate me because he didn't have enough on me."
5. Shifting to alternative game plans often takes the form of probing for the limits of the parole officer's or aftercare counselor's tolerance, forbearance, forgiveness, and general desire to help an evidently immature, undisciplined, needful person like himself.
6. Playing the game entails, therefore, a willingness and an ability to play the role of a correctable errant person in an essentially parent-child relationship with the parole officer or aftercare counselor.

#### Reports on Experiences in the System

Adult probationers and parolees and aftercare youth interviewed said that:

1. The "game" is systemic. All levels within the corrections system seem to know "the game."
2. Prison is the graduate school for a degree in "playing the game."
3. Being locked up helps some by getting them to "that turning point," i.e., saying to themselves, "No more of this," and then acting on it.
4. The transition to parole is not designed to help; i.e., unknowns about the timing, lack of transitional funds, and fears associated with the abrupt change make it very hard to get started. For example, those interviewed say that persons confined never know for sure when they are going to be released, and when the time comes it seems to come abruptly, without a period to prepare. The money available at that time is sometimes not even enough, they say, for a bus ticket home, much less for maintaining them until a job or other financial help can be found.

- Also, almost all of those confined experience a feeling of fear and insecurity at this time because of the abrupt change from structured living, i.e., having all decisions made for them, to having to make their own decisions in a world that has changed during their confinement.
5. Pine Hills is a place where criminals are incubated. Most of the time there is spent learning to "play the game." Experience at Pine Hills embitters one far more than does prison, partly, but not entirely, because of the age factor. Typical comments are: "Pine Hills gives you a 'screw you' attitude toward the world." "The counselors at Pine Hills are people who need somebody to push around because in their own world they get pushed around." A few who have been in prison express bitterness about Pine Hills' effect on young relatives, whereas they maintain that prison is not a frightening experience. Several also say that kids whose fathers have money for a good lawyer do not usually get to court, much less to Pine Hills.

#### Reports on Experiences with Aftercare and Parole and Probation

Adult probationers and parolees and aftercare youth interviewed said that:

1. The role of the parole officer/aftercare counselor is basically law enforcement. This (the clients said) is most notably so among those officers and counselors who rely heavily upon their formal authority to control the individual instead of relying more upon an informally expressed ability to influence him/her.
2. "Parole officers [and aftercare counselors] have so much power; they can do anything they want." The clients feel very vulnerable to the moods, inclinations, and demands of their officer/counselor because of the ability of this representative of the corrections system to have them incarcerated. Interviewees report that at times they would like to ask for help; e.g., they would like to get travel or car use rules liberalized or a school agreement changed but are afraid to push for help that is not offered for fear it would call attention to an infraction that the individual might be overlooking. This fear keeps the person from trying to use the officer/counselor as an advocate.

3. If officers/counselors like you (i.e., if you present yourself appropriately, if you play the game) they can help you in lots of ways, e.g., they can help you get work, they can give you another chance if you break an important rule, etc. Also they can help by not violating you for technically breaking the rules, such as committing a traffic violation, drinking, seeing old friends, or buying a TV on time. If there are bad vibes between you and them, you're in trouble because they then tend to see you as not really trying to change your behavior to what they want, even when you think you are genuinely trying. (In this respect many interviewees consider parole officers and aftercare counselors as unprofessional: "It is just a good job to them," they say.)
4. You just sign the paper each month--fill out the form and put it in the basket. In some cases, you are interrogated; in others you may be counseled.
5. If you need help you ordinarily do not go to them because of their power to violate. Maybe they wouldn't; but maybe they would. There seems to be no way to find out--and this contributes greatly to your feeling of being vulnerable.
6. Officers/counselors decide what is good for you. They do things to you, not with you, that is, they tend to give orders to you rather than work things out with you. Exceptions are certain parole officers and certain aftercare counselors who "play square" by setting up a truly reciprocal relationship based on mutual trust, respect, and acceptance.
7. Most officers/counselors want you to make it. However, not all officials have the same degree of skill, background, and resources and so cannot provide the same amount of "help," that is, finding a job and a place to live for each and every individual in their case loads. Nor, in terms of personality, can the officers/counselors be all things to all the persons they try to help. Interviewees state that the key seems to be a certain kind of officer/counselor matched with a certain type of client so that their relationship is likely to be a "helping" one, that is, one in which (a) the individual tends to view the officer/counselor as a friend, (b) there is mutual trust even

when there is occasional evidence against it, and (c) the individual feels he is treated more as an adult than a child. Interviewees identify a poor relationship between an individual and his/her parole officer/aftercare counselor as one in which the corrections representative seems to be saying, "Don't bother me, just make a good report," or is too committed to law enforcement to be friendly and helpful.

#### Views on Help

Adult probationers and parolees and aftercare youth interviewed said that:

1. Help is equated to being steered to a job or to school.
2. A good lawyer can help. You learn about your rights from him, not from the parole officer. The lawyer is sometimes an advocate, and whether he is or not is not dependent on money. Some public defenders are advocates, some are not. The same is true for those being paid by the client.
3. Many parole officers and aftercare counselors are helpful only in specific situations related to the corrections system. For some persons coercive pressure by the officer/counselor is seen as help because the person is forced into a situation that works out well for him/her, like getting a job. Some persons say they are helped by the officer/counselor being a constant reminder of the person's vulnerability. The person is afraid to do anything that might make trouble.
4. Friendship or family support is helpful; so is a caring relative, a girlfriend, or a network of relatives. Family members sometimes try to be the individual's advocates in the system.
5. A sense of personal accomplishment helps the individual to develop needed self-esteem.
6. A sense of belonging in a community helps the individual to feel that he is "making it."
7. Being provided with transitional survival skills when first imprisoned and when re-entering the community can be very helpful. That is to say, being provided with a realistic understanding of what the corrections system expects of the individual when he/she goes to prison or

is returned to the community and of how he/she is to act so as to meet the system's expectations of him/her can be very helpful to the individual. Interviewees say, "You have to keep starting over, you're worried and scared and you don't really know what is going to happen, nor why. Every day you have to try to make it through just that day."

#### Views on Trouble

Adult probationers and parolees and aftercare youth interviewed said that:

1. Alcohol and the bar scene are best avoided if the person is to stay out of trouble with his parole officer/aftercare counselor.
2. The easy money in the drug scene is a great temptation which assuredly leads to trouble between the individual and his parole officer/aftercare counselor.
3. Trouble comes from associating with old friends who are not good citizens and from being in contact with others who have been through the system.
4. Trouble tends to arise out of not knowing for sure what might get you in trouble with the parole officer/aftercare counselor and therefore result in violations.
5. Pressure (anxiety, depression) makes for trouble with one's officer/counselor. An example is the pressure of making the expected behavioral transition each day: getting to work on time, doing your job, shopping (e.g., knowing what size underwear to buy; knowing not to get an \$18 shirt to wear to work as a cook), finding and keeping a place to live, etc. A paranoic pressure is often experienced by individuals who are subjected to law enforcement surveillance, e.g., hassles over minor infractions because police seem to be continually watching you and your car. Continual pressure is felt by those "having to" comply with the directives of the all-powerful official. The pressure of extremely limited choices (of jobs, friends, recreational activities, etc.) prescribed by the formalized parole or probation plan, as well as the limitations that may have been imposed by years of growing up with inadequate parents, or the limitations expressed by "I had to roll with

the punches (i.e., accept what was felt as an unfair sentence) because I didn't have money to hire a lawyer," and the pressure of uncertainty--the fear of screwing up and not knowing just how and why--contributed to the individual's feeling that he is somehow not "measuring up" no matter how hard he/she tries.

6. Displaying temper or a "don't give a shit" attitude almost invariably leads to trouble because the officer/counselor interprets such displays as evidence that the individual is failing to become a good citizen.

#### Reports on What Works to Help Get You Out of the System

Adult probationers and parolees and aftercare youth interviewed said that:

1. To get out of the corrections system permanently you have to reach "that turning point" where you decide that you are not going to live that way anymore (i.e., incarcerated, degraded, afraid). You have to do it yourself because it entails making great changes in your values and life-style. Then you have to (convincingly) show your officer/counselor or the parole board that you really are committed to a socially acceptable way of life. Clients talk about this turning point in various ways, such as, "I really care about this girl, and I don't want to be separated from her"; "I don't want someone else to raise my child"; and "I finally said, 'Is this the way you want to live the rest of your life?'."
2. Knowing someone or some group of solid citizens in the town where you are going (from prison) will be a good influence on you in your efforts to stick to your parole plan and can help to get you out of the system. Developing a viable and realistic parole plan, which includes provision for relearning such basic adult skills as how to apply for a job and how to find a suitable place to live can also be helpful in this regard.
3. Special education facilities (like Project 100) and several drug programs offer help from people who show that they care about you as a person and that they want you to get out of the system.
4. A job, and training for a job, can contribute importantly to learning how to cut your ties to the corrections system.

5. Ego satisfaction from family life and/or job can build personal strengths needed to fit into the community.
6. Alternatives to incarceration identified emphasize expanded use of some programs interviewees have experienced, especially in cases of non-violent crimes. These alternatives include more opportunities for restitution in lieu of jail, weekend jail terms in lieu of continuous confinement, fines for minor drug infractions, more programs like Lighthouse, drug counseling, and especially more halfway houses.
7. A good and caring court-appointed lawyer, or money for such a lawyer, can help the individual to effectively deal with legal crises which he cannot cope with alone.
8. For some, the fear of violation is a deterrent. (Living with that fear may screw up their lives in other ways, but it does keep some straight.) Several persons say that the system's main service to them is to be a constant reminder that it can search their car or home, require them to take a polygraph test, or send them to prison. Although they describe this terrible pressure as "paranoia," the pervasive fear keeps them from using their officer/counselor as a friend, advisor, or advocate.
9. It is helpful to be able to find out from their officers/counselors what progress they are making in achieving timely and desirable changes in their behavior.
10. Parole officers help by not violating for minor infractions of the rules, for example, if the individual gets married without official authorization his/her parole officer does not send him back to prison.
11. Some of the rules help. Keeping away from troublesome places and people is a good rule. For example, staying away from the bar scene is particularly important for those who repeatedly get into trouble with the law when they are part of the scene. Also, making new friends around new interests and activities is a necessary step in the direction of establishing a way of life which will get and keep you out of the system.
12. A few parole officers and counselors are described as exceptions. "If all parole officers were like a certain one, who understands, cares, and tries to help even when you are in trouble so long as you are trying to improve, the system would work."

#### Interviewees' Recommendations

Adult probationers and parolees and aftercare youth interviewed recommended that the system:

1. Use as parole officers and counselors people who, if they have not been in trouble themselves, have at least learned from those who have and might therefore understand and be an advocate for the client.
2. Screen out parole officers and counselors who are on a power or ego trip; who use their great authority unwisely, imprudently, rashly, or harmfully, so far as the client is concerned; and who don't care enough to be helpful.
3. Change the drug laws to take the enormous profit out of dealing and to decriminalize minor offenses.
4. Develop a transition period beginning before release, during which the client would be given help in coping with fears, in learning basic life skills for surviving as an acceptable member of a community (how to apply for a job, how to use nonworking hours), and in meeting short-term financial obligations. This help would be intensified at entry into the community.
5. Develop more community-based alternatives, such as:
  - a. help for drug and alcohol abusers;
  - b. more life skills centers (halfway houses) in cities with resources like Missoula has;
  - c. more resources spent on probation and prevention rather than on incarceration and parole, including preventive help related to family situations.

(Clients did not offer concrete suggestions for how these things might be done.)
6. Offer more on-the-job training and vocational training at prison which shows the people how to work and gives them marketable job skills. This would be an important first step toward turning prison into a real rehabilitation place, i.e., a place where the individual can learn how to function as a socially acceptable member of the community. The current on-the-job training program in prison is described by some as just a way for the state to get cheap labor. Building and vehicle

maintenance work is done, they say, under "instructors" by skilled workers who know more than their teachers. Another need they report is for programs that teach useful skills (like mechanics and construction) rather than those geared to teaching how to make "a lot of little crap."

7. Help the client to leave the small community where he has been "labeled" and is a highly visible and accessible target for harassment.
8. Separate the young from old-timers in prison in order to break the pattern of indoctrination of young adult prisoners into the criminal way of life of the old-timers.

Discussion and Recommendations of the Social Research  
and Applications Team

Discussion

Most of those interviewed revealed thoughtful and balanced insights, a predictable consequence of their considerable experience in the corrections system. There were no major substantive differences between the reports from younger aftercare youth and older ex-cons, nor between the reports from those labeled "successful" and those called "unsuccessful." They were almost unanimous on many points, especially those pertaining to:

1. the overwhelming "power" of their officer/counselor;
2. the need for help from a person with whom you have such a strong caring relationship that it can survive each other's occasional failure to set a good example or otherwise fulfill shared behavioral expectations;
3. the fear and apprehension related to handling the transitions from the community to incarceration and from incarceration back to the community;
4. the lonely and very difficult effort involved in reaching the "turning point," referred to by one person in these words: "Whether I commit another crime or not, has nothing to do with my parole officer."

Recommendations

1. The parole or aftercare process should begin earlier in the system. The corrections professionals should be able to contact individuals before they enter their part of the system. In this way the parole officer and aftercare worker would have more opportunity to establish a desirable foundation for developing a relationship with the potential parolee or aftercare youth. Flexibility should be the key word in getting the relationship off to a good start. At this point, too, other interested agencies could focus their help in what would amount to a team effort to move toward a systemic goal, with everyone pulling in the same direction at the same time or at least knowing when their help will be needed. The individual would get the feeling of being moved along a meaningful path toward a goal he/she helped to design.
2. Leaving the institution may have to be accomplished in stages, with each stage structured to measurable objectives. For example, when a parole plan is developed and carried out, each step should be carefully analyzed and measured and each successive step should be "reinforced" so that the person is rewarded for good behavior as a socially acceptable member of the community. The officers/counselors must assume facilitator roles in this regard (i.e., they must help the individual to set forth realistic goals for fitting into a community and to develop practical skills needed to reach these goals). This would help establish mutual accountability and prevent a parent/child relationship from forming.
3. Probationers, parolees, and aftercare youth need help in coping with a large range of problems in making the transition into and out of the corrections system. Successfully surviving these transitions requires becoming skilled in such seemingly minor things as getting through the day knowing how to handle simple social etiquettes and customs well enough to feel inconspicuous, "regular," and socially capable. Getting these kinds of routine and recurring social skills under control can pave the way for devoting time, thought, and energy to the larger problems of preparing for and securing a good job and otherwise establishing a socially acceptable place in the community. The "turning

points" to "making it," which some clients talked about so eloquently, all have to do with accepting without further question the absolute need to devote oneself to making these preparations to become a good citizen.

4. Precious little is known about the process by which some individuals do, while others do not, get to "that turning point" where they become very receptive to self-help and to offers of help by others who care about them and want to assist them in fitting into the community as useful and acceptable members. This process should be studied carefully so that the resultant knowledge can be systematically applied to those who, without such knowledgeable help, might fall short of getting themselves to "that turning point."
5. An important need is for more consistent and thorough input by individuals into plans for alternatives to incarceration, for release from incarceration ("Hell, what I needed when I was released from prison was enough time and money to have a fighting chance of staying out of trouble long enough to really get into the community I was paroled to."), and for alternatives to what may loosely be called the present advocacy system for clients. Individuals in the corrections system feel much too passive and reactive to plans and actions initiated by the system's professionals. They should be provided with more opportunities to plan with the system's representatives those things which directly and significantly affect their chances of getting out of the system. They also need much more assurance than they now have that they can trust the parole officers and aftercare counselors who offer to be their advocates, given that these personnel are able to "drop the hammer" on them at any time. Thus, a more believable and acceptable advocacy system is clearly needed, one which could add considerably to the ability of individuals to find their turning points.

## COUNSELORS STUDY

FINAL REPORT OF AN ETHNOGRAPHIC STUDY OF ADULT PROBATION AND PAROLE  
OFFICERS AND AFTERCARE COUNSELORS IN MISSOULA, BILLINGS,  
AND GREAT FALLS, MONTANA

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Corrections Master Plan  
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State Department of Institutions

December 6, 1978

FINAL REVISION  
January 18, 1979

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FINAL REPORT OF AN ETHNOGRAPHIC STUDY OF ADULT PROBATION AND PAROLE  
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Introduction

In September and October 1978 arrangements were made between the Montana State Department of Institutions and Social Research and Applications to interview individuals placed in the Adult Probation and Parole and the Aftercare programs in Missoula, Great Falls, and Billings. During the course of that project, it was determined that there was a need to interview the probation and parole officers and aftercare counselors who were working with and had selected the interviewees for the first study. The purpose of this second study was to obtain information about how the corrections system was working from the viewpoint of the service provider, exploring topics of interest to the officers/counselors as well as collecting data which could be compared with that developed from the client interviews which were done earlier.

Arrangements were subsequently made to interview some of the system's officials in November 1978: two parole officers and two aftercare counselors in Missoula and in Billings, and six parole officers and two aftercare counselors in Great Falls were selected. This judgment sample of service providers was designed for the purpose of identifying and analyzing attitudinal, valuational, and behavioral topics fundamental for understanding the points of view of the correction's system's field officials on what was happening in, and in consequence of, the interaction between them and service recipients. Whereas the clients were all interviewed in a setting not in any way associated with the corrections system, all of the officials were interviewed in their own offices. The latter interviews were also tape recorded with the permission of those concerned to provide the researchers with a comparably complete and accurate record of interview discussions.

The kind of sampling and interviewing employed in this project was done as part of a research approach calling for qualitative analysis of narrative data. To systematically generate, reality test, and otherwise validate perceptual and behavioral topics of pertinence to the study, a "grounded theory"\* analytical mode was used to ongoingly discover, sort out, and explain with the direct and conscious help of interviewees what was going on in the kind of practitioner-client relationship found in Adult Probation and Parole and in Aftercare and to ascertain what it all meant to the representatives who were contacted. The two researchers who worked in Missoula and Billings (sometimes together, at other times separately) and the one in Great Falls continually checked findings and interpretations with each other as well as with respondents as required by the "grounded theory" procedure for generating and explaining attitudinal, valuational, and behavioral topics of especial interest to the project. Early on, it became clear that the three researchers were consistently confirming each other's findings and that the findings were faithful, accurate, and fair portrayals of the actual experiences of those interviewed. Accordingly, the researchers are confident that this report is a sound and objective account of what was learned in these interviews. The following report, therefore, presents respondents' views and recommendations. The researchers' own discussions and recommendations are confined to the final section.

\*Barney G. Glaser and Anselm L. Strauss, The Discovery of Grounded Theory: Strategies for Qualitative Research (Chicago: Aldine, 1967). See also the discussion in the Appendix.

### Summary of the Interviews

#### Playing the Game

Adult probation and parole officers and aftercare counselors interviewed said that:

1. Playing the game can be a positive tool. The boundaries are established, preferably in negotiation with the person. Then the parole officer/aftercare counselor tries to keep the person within the boundaries or to lead him back within the boundaries should that become necessary. The negotiation includes agreeing in advance when the person will have gone "too far."
2. The individual and the parole officer/aftercare counselor are tied together by the fact that their roles are so interrelated that success or failure of the one is influenced by the actions of the other. They are continually testing each other's word and integrity throughout the time that the individual is trying to make it and to keep the parole officer/aftercare counselor as advocate.
3. While some officers/counselors see playing the game as a dysfunctional type of con, most are willing to risk occasionally being conned and to bend the rules a little if doing so is helpful to the client. "If you care about your people [clients], you are vulnerable to being conned because you try to give them the benefit of whatever doubt there may be concerning their behavior."
4. There are no standard or categoric rules in game playing, causing confusion for the person involved. It is all individual and the client's success depends on the officer's/counselor's resources, skills, personality, and attitude. What happens to the person is dependent on the officer/counselor and how he/she plays the game and is largely dependent on the latter's skills and resources. Parent-child interaction manifests itself with the individual trying to get away with things and the officer/counselor slapping hands, cajoling, etc.--or, as a last resort, revocating. Officers/counselors say they do not want to send an individual back and they hope this fact is not realized, but they sense that the individuals are aware of it because they have had so many chances after breaking the rules.

5. The first meeting with the individual is very important. "To build a relationship we have to know each other's expectations and find common ground to work on." The officer/counselor tells the person about the ways of functioning in the relationship and that he will do his best to keep him/her in the community if the latter holds up his/her end. The parole officer/aftercare counselor feels he is up front and continues to be up front to set the stage for them to be honest with each other. It is clear, however, that those who are "doing good" (i.e., have established a mutually acceptable relationship with the officer/counselor) are often used as "volunteers" who (along with the police, deputies, and other people in the corrections referral network) keep the officer/counselor up-to-date on what the less "successful" person is up to. Thus the best of the officers/counselors are really always conning the individual into thinking the officer/counselor knows all about what that person is doing.
6. The aftercare counselor's relationship with the individual seesaws up and down until the individual "matures," graduates to the adult system, or just disappears. Occasionally (rarely) an individual adult or youth returns to talk with his former officer/counselor, and that is a rewarding reaffirmation of the worthwhileness of their previous relationship.
7. Even the most "helping" oriented officer/counselor acknowledges the need for the authority to "drop the hammer." He wants to see it as a tool rather than a punishment. Officers/counselors quickly acquire a reputation on the street for being "easy" or "tough" and believe it best to be thought of as "an s.o.b." first, followed by an attitude of trust and acceptance. It was noted that female parole officers/aftercare counselors have had a particularly difficult time earning the appropriate reputation.
8. "We don't send them back--they send themselves back." "The first mistake is on me--but you won't con me twice." Interviewees report that sometimes they don't revoke until law enforcement hears about the crime, and sometimes they have to "throw a person to the wolves" to keep up their relationship with law enforcement.

9. The two main hats officers/counselors wear are law enforcement and counseling hats. They also wear a third hat which is intelligence, i.e., they use various kinds of "snitches." Snitching is part of playing the game and involves clients, family, law enforcers, and referral network people to help the officer/counselor keep tabs on the person and to help maintain a reputation for being all-knowing and therefore hard to con. Officers/counselors consider snitching justifiable because it is done for the individual's own good, i.e., to keep him out of trouble. Thus the officer/counselor is conning the individual by not revealing the sources of this mysterious omniscience. Home visits and fieldwork are other ways of achieving all this, but heavy paper work and large case loads limit those techniques. As a result the officers/counselors present themselves as good poker players who know when, where, and how to pull a bluff. (And at times they present themselves as coaches whose players are trying not to let them down.) A great deal of trust exists to make snitching work, i.e., snitches trust the officer/counselor to protect them and to use the information for the individual's "own good."
10. Lip service is given to the Carkhuff method and to reality therapy, but the parole officers/aftercare counselors really depend upon their hard-won experience--conning and being conned, setting up and being set up, etc.--as their main source of theory and method for dealing with their people (adults/youth). Although they would welcome useful training opportunities, they believe that experience is the best teacher. The training most welcome would be that which would contribute to better skills in counseling, resource development, analyzing nonverbal interactional cues or gestures, and to more knowledge about laws and law enforcement.

Reports on Experiences with the Individual

The adult probation and parole officers and aftercare counselors interviewed said that:

1. Officers/counselors almost never use the word, client. Parole officers tend to refer to their clients as "my people," and aftercare counselors almost always refer to their clients as "my kids."
2. The really "bad guys" are a small percentage of the case load.

3. The effective case load sometimes includes family members and friends of the individuals.
4. Practically speaking, two categories of clients do not receive help. One of these, a large group, is perceived as being able to make it without help. These are usually one-offense individuals who are unlikely to be repeaters. They need only to fill out the forms regularly. The other consists of those who are categorized as "never going to change." Dealing with them consists mostly of doing the required paper work when they get in trouble. Most of the "helping" work is going on with the parolees and probationers who present themselves as ready to change their behavior, and with aftercare youth whose families seek help.
5. There are some cases where the "chemistry" works (that is, the officer/counselor and the individual develop a relationship based upon mutual trust and respect--a bona fide "helping" relationship) and the officer/counselor does in fact act as a counselor.

#### Views on Trouble

The adult probation and parole officers and aftercare counselors interviewed said that:

1. Officially, trouble often pertains to what ensues when individuals break the rules.
2. Because trouble is cumulative, one thing does indeed lead to another, such as when a boundary line is crossed and the individual moves from one transgression to another until he gets to a point of no return where a revocation order has to be issued. Sometimes, however, the officer/counselor is able to intervene in this cumulative process of getting into trouble and to find an interception point where he can get hold of the problem and keep the client from reaching the end of the line.
3. Trouble frequently involves drinking, not getting and keeping a job, family hassles, and the like.
4. To deal with trouble, officers/counselors believe, they should use an approach based upon parent-child interaction: first talk, then

restrict, then reward or punish. (Officers and counselors interviewed said that, although this is the best approach they have used, they have still had only mixed results with it.)

5. One officer/counselor deals with individuals who are in trouble by having them reaffirm their behavioral commitments in the presence of the area supervisor, a procedure comparable to the Indians' use of a third person, like an uncle, to represent society when such a reaffirmation is made.
6. "All the person has to do to stay out of trouble is to be a good citizen like you and me . . . well, except that he can't hunt, must avoid associating with certain people, must be ever mindful of 'the hammer,' etc. etc. etc." In saying this, parole officers and aftercare counselors are pointing out that their "people"/"kids" are expected to be like other good citizens, without having all the freedoms and privileges which ordinary people have. In short, there is really no way for clients to be just like everybody else so long as they are clients.

#### Views on Help

The adult probation and parole officers and aftercare counselors interviewed said that help is giving the individual a feeling of self-worth; interceding with law enforcement and the judicial system on behalf of the individual; finding the individual a job; and sincerely caring about him/her. (Although these views of help are included in those expressed by parolees, probationers, and aftercare youth,\* the clients also talk about the difficulty of asking for help when their need for it may reveal a rule violation.)

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\*See Social Research and Applications, "Final Report of an Ethnographic Study of Probationers, Parolees, and Aftercare Youth in Missoula, Billings, and Great Falls, Montana" (Missoula, Mont.: SRA, December 6, 1978).

### Views on What Works for the Client

The adult probation and parole officers and aftercare counselors interviewed said that:

1. Officers/counselors believe they "model" (i.e., serve as good examples of) what they expect of the individual. (However, clients interviewed said that they usually look elsewhere--to employers and relatives in particular--for good examples of behavioral models.)\* One way the parole officers "model" is to show that the ends justify the means; for example, they use information from snitches, risk-sharers,\*\* and other sources, not to set the individual up but to help him/her. Also, the parole officers run a con on the person, pretending they know more about him/her than they do, pretending that they are much tougher than they are, etc., as a way of trying to help the individual to follow the rules. They model also as poker players and coaches.
2. Probationers, parolees, and aftercare youth are believed to reach turning points in changing their behavior: (a) when they are finally fed up with the hassle of being defendants, prisoners, and clients; (b) when they have matured (age 17 1/2 for aftercare youth, 25 and above for those on probation and parole); (c) when they have completed the experience of being supervised without committing a crime; and/or (d) when they make desired life-style changes (e.g., stay away from old friends, keep a job, etc.). Aftercare increments of change are small; parole officers look for greater change. Although the study team heard most about turning points from individuals,\*\*\* parole officers and aftercare counselors readily volunteered their awareness

\*SRA, "Study of Probationers, Parolees, and Aftercare Youth."

\*\*As explained later, "risk-sharers" are officers'/counselors' work associates elsewhere in the corrections system who give them information and advice which help them to deal with difficult and fateful decisions (for example, decisions concerning revocation). In this sense, very heavy responsibility is spread and the attendant and ensuing risks of making serious mistakes are shared.

\*\*\*See SRA, "Study of Probationers, Parolees, and Aftercare Youth," pp. 9-10.

- of such events and talked about them in these terms: "They [clients] are probably sincere about making a change when they talk again and again about how tough it is to give up whatever it is that keeps getting them in trouble, especially activities with old buddies." "The turning point is a willingness to commit themselves to a different life-style." "Some just grow up." All officials acknowledge the existence of turning points, but few are inclined to take more than nominal credit for them. They believe that individuals have to get to turning points essentially by themselves and that doing so is related to age (maturity) and confinement (time and occasion to get fed up with the hassle).
3. A successful individual, viewed bureaucratically, is one who complies with all stipulations. Practically, however, success and failure are relativistic, for example, a little progress is sometimes a big success for that individual.
  4. It is difficult to demonstrate the officer's/counselor's effectiveness on paper unless some way is found to realistically portzray relative progress and success. This demonstration is difficult, too, because there is always a subjective judgment regarding success: it is in some respects in the eye of the beholder.
  5. While officers/counselors do not ordinarily take credit for effecting fundamental changes in the individual's behavior, they feel that, when a number of things begin to come together, when the individual is ready, they sometimes help to "make it come about" through being encouraging and supportive, through having predisposed the individual to "do right," and through helping in other respects that are difficult to pinpoint.

### Conceptions of the System and the Job

The adult probation and parole officers and aftercare counselors interviewed said that:

1. As a group, officers/counselors believe that they are part of a system within their own agency only in a rather abstract sense. Interviewees perceive that communication between field offices and from individual offices to Helena is not effective, nor is the chain of command "until you get in trouble."

2. Although the relationship varies by cities and individuals, generally officers/counselors feel more a part of the local law enforcement/criminal justice system<sup>than of the state corrections system.</sup> Relationships with local county attorneys, judges, and law enforcement personnel are important to the officers/counselors and are usually the main sources of approval of work performance. Some such gratification comes also from their "people"/"kids" whose remarkable behavior changes are thought exemplary.
3. Owing to the officers'/counselors' composite role (principally law enforcement and counseling), they have relationships with local law enforcement and judicial personnel, as well as with their people/kids, which are variously adversarial and collegial. Law enforcement tends to see the officers/counselors as "too much like social workers," whereas the individuals tend to view them as "too much like cops."
4. Presentence investigations, though time consuming, are considered to be valuable for making the parole officers knowledgeable about individuals so that their recommendations have high priority with judges and county attorneys and are thus a continuing source of their valued respect and praise. The process by which this knowledge is acquired also facilitates starting the client-officer relationship.
5. Relationships built with presentence investigations permit parole officers to share with law enforcement and judicial personnel the risks of making mistakes on whether or not to return individuals to prison. Information and advice from people in their referral networks tend to serve this significant risk-sharing function for officers/counselors when making these and other important decisions.
6. Aftercare counselors live and work with both hearing officers and client attorneys, creating involvements in conflicting interests which make it virtually impossible to function as a real and believable advocate for the individual. It makes for great difficulties in substantiating the counselor's claim that everywhere and always he is the youth's helper and supporter.
7. With heavy case loads (i.e., in excess of 90 or 100 cases), much routine paper work (some respondents reported that the paper work had increased by 400 percent since 1972) some traveling, and time-consuming presentence investigations, parole officers are very busy. They speak wistfully of reducing their case loads by about a third.

8. Officers/counselors think that a really good member of their occupation is one who understands their "people"/"kids" well; cares about them; feels that it is his desire as well as his job to always treat them as fellow human beings; is a firm but fair person; is their advocate (perhaps in unobtrusive ways); [the next two points pertain especially to parole officers] gets along well with and is highly respected by law enforcement personnel, as well as by individuals; and uses his/her good relationship with justice system personnel to help people.
9. Parole officers and aftercare counselors respect the training officer and would like more contact with him and others who could help keep them up to date on the state of the art, the language of the street, useful publications, and the like. The officers/counselors learn most about their work the hard way--by being conned, burned, and otherwise put through the school of direct experience with life which is so familiar to self-taught workers. They learn from fellow officers/counselors in their office; from individuals; and from the law enforcement, judicial, helping professional, and other personnel in their work-related networks of contacts.
10. Rewarding features of the job are generally regarded to include the opportunity to do your individual thing, to function with a great deal of independence and freedom, to gain the respect of judicial and law enforcement people, and to be appreciated by the occasional individual who is truly "reached" and thereby helped by his/her officer/counselor in efforts to establish a socially acceptable place in the community.
11. Officers and counselors are concerned about experiencing "burn out," particularly in aftercare (where one respondent pointedly dismissed "burn out" concerns as "copouts"). The emotional and interpersonal demands of the work are great and incessant, and the risk-sharing and other pressure-reducing opportunities are often less than needed. Frustration with "useless" paper work also contributes to burn out.
12. Aftercare work has not yet become a career (there are no older aftercare counselors). In contrast, parole officers tend to consider what they are doing a career. Both officers and counselors want to consider

their position as a professional one, requiring both a degree and experience, but the degree requirement should not be strictly enforced.

#### Interviewees' Recommendations

The adult probation and parole officers and aftercare counselors interviewed recommended that:

1. Officers/counselors should work with the individual as early as possible, preferably while he/she is still in the institution. Officers say, "We should have time and money to visit him in prison, get a relationship going, check out what he says about his parole plan." Counselors say, "We need to see the kids before they go to the institution, see their families while they're away, and see the kids while they're in the institution." If this mechanism were developed, officers/counselors could then have adequate input into the release plan.
2. There is a need for a support unit or group to help the individual when he first returns to the community and to work with him/her especially during the most troublesome part of the day, 5:00 p.m. to 8:00 a.m.
3. In the first months out of an institution, individuals need to learn again some basic skills concerning how to get through the day on the "outside" (i.e., they need to learn to get up and go to work, how to spend money and time acceptably, etc.). Appropriate assistance should be given them in this regard.
4. More community resources need to be developed (e.g., job training, job referrals, foster families), especially in towns which lean very heavily on the already overburdened resources of the larger communities.
5. Policy and guideline manuals, developed with officers'/counselors' inputs, are thought needed to make the system more visible and viable. These manuals would spell out basic operational procedures, hiring and promotion guidelines, a desired career ladder, and the like. (No mechanism designing a manual was discussed. However, officers and counselors interviewed said that its users should have an opportunity to give input and receive feedback on the use of the input.)

6. There is a need to change laws so that some offenses can be resolved by fines instead of sentences, especially in cases of "victimless" or other nonviolent crimes related to alcohol and other drug use and offenses involving only vehicle or other property damage. Interviewees believe that wise use of fines can be as fair and effective a deterrent as incarceration or probation. There is some feeling that "the habitual offender law will have to be changed or 50 percent of the client population will soon be on it."
7. Paper work should be reduced. A typical parole officer's comment: "If anything will burn out a parole officer that paper work will do it. It leaves us no time to do important public relations work in the community and little time to do the important home visits."
8. Case loads should be reduced. While aftercare counselors report that it is mainly the paper work burden that keeps them from doing more fieldwork, parole officers are further burdened with heavy case loads (numbering usually more than 100) which keep them from having time to do needed home visits. Parole officers report that a case load of 65-80 would be ideal and that this might be accomplished not just by hiring more parole officers but also by releasing low-risk individuals without supervision.
9. Officers/counselors would like more flexible hours to accommodate individuals and to prevent their "sneaking in at noon" to fill out monthly reports.
10. In terms of their capability for working together, the individual should be paired with the officer/counselor as much as possible. Such matching arrangements would take considerable negotiation to avoid very uneven case loads since both client and officer/counselor usually have a clear idea of what they want in a "good client," or a "good officer/counselor," it was noted. But it may be feasible to match some who can establish their best working relationships when pairing takes on such forms as parent-child, coach-player, man-friend, etc.
11. A close look needs to be given the relatively small percentage of persons who cause the most trouble to see what program changes should be made concerning them as compared with those who are more receptive to efforts to help them.

Discussion and Recommendations of the Social Research  
and Applications Team

Discussion

A fundamental dilemma for officers/counselors, and hence for those they serve, is, "Who is the client and where is the officer's/counselor's primary responsibility?" At times it is not clear whether officers/counselors are or should be acting solely or primarily for society, the community, local law enforcement and judicial personnel, or others. The dilemma comes from simultaneously trying to serve the individual and the other parties (the community, etc.) whose evaluation of their services is of comparable importance to them.

Another dilemma is that officers/counselors tend to feel sure in their first meetings with an individual what the agreed upon behavior boundaries are, but the individual is not nearly as certain and is likely to be very worried about this. The officer/counselor says, "Why didn't he/she come to me sooner when I could have helped?" The individual says, "I can't take this problem to him/her because he/she might put me away." Individuals feel that they cannot afford the risk when the consequences are so fateful for them. Maybe much of the subsequent testing of officers/counselors by individuals has to do with reducing this uncertainty (about when they are and are not staying within the agreed upon behavior boundaries) as well as with trying to con the officer/counselor.

Lawyers and realtors are examples of professionals who are legally and ethically constrained not to represent more than one party's interests in a given transaction because it is not possible to be the advocate for more than one of them at a time. But parole officers and aftercare counselors are assigned that impossible task. Consequently, an individual often asks the advice of, say, a drug program counselor on whether or not to report an incident to his/her parole officer/aftercare counselor because "They (drug counselors) won't turn you in." The corrections professional, however, may or may not "turn you in," depending on how that incident relates to his accountability to other parties (law enforcement, the corrections system, the public) whose interests he represents.

Officers/counselors are, for the most part, extraordinary people; otherwise the corrections system, such as it is, would never work.\* They pay a huge price to make it appear that the system does work at all. The price includes remaining (with the help of working wives, pensions, or other such subsidies) in a tremendously challenging job which offers little in the way of formal rewards no matter how effective they become at meeting its challenges (such as doing the "impossible" task of simultaneously being both "cop" and "social worker").

Officers/counselors do not view what they do with and for the individual as "rehabilitation" in the sense of restoring the individual to full social and personal health. How can they rehabilitate in a few months when the client has spent years of his life being prepared for or engaging in antisocial and/or illegal behavior? At best they hope, and mightily try, to give the client some tools and skills to use to help himself to become a good and useful citizen.

Recommendations\*\*

1. The parole or aftercare process should begin earlier in the system. The corrections professionals should be able to contact individuals before they enter their part of the system. In this way the parole officer and aftercare worker would have more opportunity to establish a desirable foundation for developing a relationship with the potential parolee or aftercare youth. Flexibility should be the key word in getting the relationship off to a good start. At this point, too, other interested agencies could focus their help in what would amount to a team effort to move toward a systemic goal, with everyone pulling in the same direction at the same time or at least knowing when their help will be needed. The individual would get the feeling of being moved along a meaningful path toward a goal he/she helped to design.

\*See Appendix for a presentation of the likenesses and differences of officers and counselors.

\*\*Recommendations are for policy, goals, etc., not for detailed procedures. We did not do a study of management nor of laws.

2. Leaving the institution may have to be accomplished in stages, with each stage structured to measurable objectives. For example, when a parole plan is developed and carried out, each step should be carefully analyzed and measured and each successive step should be "reinforced" so that the person is rewarded for good behavior as a socially acceptable member of the community. The officers/counselors must assume facilitator roles in this regard (i.e., they must help the individual to set forth realistic goals for fitting into a community and to develop practical skills needed to reach these goals). This would help establish mutual accountability and prevent a parent/child relationship from forming.
3. Being good examples of the behavior expected of the individual is important. In other words, the officers/counselors should represent the life-style they expect from their "people"/"kids." This is not to say that the corrections professionals have to be perfectly good citizens and model human beings every moment of every day of the year. Rather, this is to say that the parole officers and aftercare counselors should show each client that they are, in fact, trying to "practice what they preach" and are doing their very best to succeed. In this sense, they are trying to set good examples for their "people"/"kids."
4. The officers/counselors should attempt to learn more about the street scene of the client. (Needed here is more time to do the fieldwork such learning would entail.) Many times the professionals and their clients fail to communicate with each other because they essentially have different meanings for the same words, New definitions often originate on the street and later become more generally used. For example, clients were using "stoned" to refer to the effects of various illicit drugs when the term more commonly meant drunk on alcohol.
5. The success of the parole or aftercare approach must be measured at the point of contact of the individual with his/her world, rather than measured in terms of whether all the rules have been obeyed. This will necessitate the use of graded activities, validating in the field (or "on the street"), rather than in office visits, the process by which the individual actually finds and makes a place in the community.

6. Officers/counselors should be significantly involved in developing a policy manual which would include personnel and career guidelines.
7. Officers/counselors should be significantly involved in studying and making recommendations about how to reduce their case loads. Areas for study include the increasing paper work load (about which almost every officer/counselor interviewed said, "It doesn't help the client, and it sure doesn't help us"), possible changes in laws (especially those pertaining to so-called victimless crimes) where fines may be as much a deterrent as confinement or probation, and changes in conditions of release for low-risk clients.
8. Almost no information is available to officers/counselors on what happens to individuals when they leave the system. Except for a few notorious examples, individuals disappear and no one knows if they are long-term "successes" or "failures." Long-term studies of the clients' experiences in the system and the following years would yield valuable information on "what works."
9. An extensive, long-term follow-up study of the various maturity, confinement, and related factors which affect turning points is needed in order to obtain fuller information input on turning point processes and their consequences for all concerned.
10. Development of more community resources needs to be done. How to do this could not be ascertained in the present study but is a subject needing investigation. Further study could also reveal possible mechanisms through which officers/counselors could work with individuals earlier than is now the case.

Addendum to  
DRAFT REPORT OF AN ETHNOGRAPHIC STUDY OF ADULT PROBATION AND  
PAROLE OFFICERS, AFTERCARE COUNSELORS, AND THEIR CLIENTS IN  
MISSOULA, BILLINGS, AND GREAT FALLS

Reports from most parole officers and aftercare counselors reveal far more likenesses than differences; for example,

1. Both stress their expectation that the client must learn, or be directed toward, being accountable for his behavior.
2. Both basically agree on a definition of help which includes such things as the client having a good job or school record, and the official demonstrating trust, caring, consistency, fairness, etc.
3. Both recommend that the client needs longer and stronger transition periods.
4. Both lean heavily on the adage, "I don't send them back; they send themselves back," and both feel a need to make the client believe that.
5. Both express a need to do more fieldwork and resent the bureaucratic work that prevents that.
6. Both say that one of the job's main rewards is the freedom that they have to shape and do their work.
7. Both are proud and protective of their reputation with the law enforcement and judicial systems.
8. Neither views the work as rehabilitative. Both feel that a client who has reached a desired turning point has done it largely on his own.
9. Both really want the client to "make it."
10. Most aftercare counselors and parole officers are extraordinary people with strong professional and personal commitments to a demanding job that gives them relatively meager formal rewards.
11. Most of the report's findings could be added to this list of likenesses.

Practically all differences between the reports of aftercare counselors and parole officers are relative rather than absolute. They are differences in degree rather than in kind, and these differences are much more

in the views of the officials than in those of clients.

1. Aftercare counselors are relatively more social work oriented; parole officers are relatively more law enforcement oriented.
2. Aftercare counselors are relatively more concerned with building a relationship with the client as a means to managing his behavior; parole officers are relatively more concerned with building a reputation as a means to managing client behavior.
3. Aftercare counselors have a more personal relationship with their central office; parole officers have a more categorical relationship with their central office.
4. Aftercare counselors are younger and often are beginning these jobs right out of college; parole officers are older and often have had law enforcement-related (or military) jobs.
5. Aftercare counselors feel a need for more enforcement power, i.e., as a tool to help client stick to his program; parole officers acknowledge that they have "power" and feel it is a useful tool.
6. Aftercare counselors have relatively small case loads; parole officers have relatively large case loads.
7. Aftercare counselors have relatively large amounts of money for program; parole officers have relatively small amounts of money for program.
8. Aftercare counselors' expectations of change are for relatively small increments because the client is at the beginning of a helping or enforcement continuum; parole officers' expectations of change are for relatively large increments, a product of the client being at the end of the continuum and it is getting close to "now or never."
9. Aftercare counselors do not have presentence investigation nor restitution duties and view them as basically clerical; parole officers spend a lot of time on presentence investigation and restitution programs, feeling that time for presentence investigations is well spent.
10. Aftercare counselors' relationship with law enforcement and judicial personnel may be complicated by the prior jurisdiction of the juvenile probation offices over the client; parole officers' relationship with law enforcement and judicial personnel is more direct and less influenced by such prior jurisdiction.

Addendum to  
DRAFT REPORT OF AN ETHNOGRAPHIC STUDY OF ADULT PROBATION AND  
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Reports from most parole officers and aftercare counselors reveal far more likenesses than differences; for example,

1. Both stress their expectation that the client must learn, or be directed toward, being accountable for his behavior.
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3. Both recommend that the client needs longer and stronger transition periods.
4. Both lean heavily on the adage, "I don't send them back; they send themselves back," and both feel a need to make the client believe that.
5. Both express a need to do more fieldwork and resent the paper work load that prevents that.
6. Both say that one of the job's main rewards is the freedom that they have to shape and do their work.
7. Both are proud and protective of their reputation with the law enforcement and judicial systems.
8. Neither views the work as rehabilitative. Both feel that a client who has reached a desired turning point has done it largely on his own.
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5. Aftercare counselors feel a need for more enforcement power, i.e., as a tool to help client stick to his program; parole officers acknowledge that they have "power" and feel it is a useful tool.
6. Aftercare counselors have relatively small case loads; parole officers have relatively large case loads.
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8. Aftercare counselors' expectations of change are for relatively small increments because the client is at the beginning of a helping or enforcement continuum; parole officers' expectations of change are for relatively large increments, a product of the client being at the end of the continuum and it is getting close to "now or never."
9. Aftercare counselors do not have presentence investigation nor restitution duties and view them as basically clerical; parole officers spend a lot of time on presentence investigation and restitution programs. Generally they feel this time is well spent.
10. Aftercare counselors' relationship with law enforcement and judicial personnel may be complicated by the prior jurisdiction of the juvenile probation offices over the client; parole officers' relationship with law enforcement and judicial personnel is more direct and less influenced by such prior jurisdiction.

#### POSTSCRIPT

Although the research team had limited opportunity to process this report with aftercare counselors and parole and probation officers who were interviewed, feedback from them was helpful and quite consistent. Their comments focused mainly on the question, "Why doesn't the report show more distinction between the philosophies, assignments, and problems of the aftercare counselor as compared to those of the parole and probation officer"? After struggling with that puzzle, the research team concluded that this difference in perception is a function of the research assignment. The purpose of the original study was to identify and analyze topics fundamental for understanding the points of view of probationers, parolees, and aftercare youth concerning their interactions with their officers/counselors. From the findings that began to emerge grew the subsequent assignment to interview a group of officers/counselors in order to check out those findings from the points of view of the service providers. Consequently both studies, and their reports, focused strongly on topics having high priority with the client. Although the second report touches on organizational and management concerns because officers/counselors were keenly interested in discussing them, the purpose of the study was not to do a comparative analysis of their jobs. There were no significant differences in how the two offices function in the view of the client, consequently those differences which are so apparent, and important to the officers/counselors understandably appear to them to be underreported.

#### MASTER PLAN

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MINORITY STATEMENT

This statement is appended to the master plan report from a sense of frustration arising not so much from what was done, as what could have been done. In retrospect, perhaps the task was too complex to be adequately considered within the time frame and available recourses.

The master plan document offers some worthwhile suggestions; however, to suggest that it is a blueprint for the future of Montana corrections is to greatly exaggerate its depth and scope. The real concern is that this document will somehow acquire a legitimacy it does not deserve and there will come an attitude of complacency that the corrections problems of Montana have been addressed.

Conceptually, the project was probably flawed from its inception by placing the staff under the control and direction of the existing department of corrections management. Realistically, only an independent staff and board could have critically and objectively examined management, policies, funding and priorities.

Interagency turf has a remarkable way of predominating over cost effectiveness, consideration of new alternatives, or re-assigning funding and program priorities. This is particularly true when such considerations could disrupt or displace existing employee or administrative positions.

The aftercare division is an excellent example of this phenomenon. It also demonstrates a basic failure of the master plan to seriously consider viable alternatives and reflect them in comparison to other recommendations. For a fraction of the dollars now being allocated, the state could contract with local probation officers and deliver as good or better service than is now furnished by the state aftercare counselors.

It should not be inferred that aftercare is the only problem area. It is cited because it illustrates so clearly the bureaucratic response whenever there is a threat to its system. The trenches and breastworks are immediately thrown up and the position is defended no matter how untenable it may be when viewed from the standpoint of public service.

The master plan just did not grapple with the fundamental problems of the corrections system. Thus left undetermined were critical areas like:

- Management structure;
- Serious juvenile offender;
- Mentally disturbed juvenile offender;
- Evaluations - adult and juvenile;
- Finding priorities within the system;
- Planning for community corrections;
- Location and capital expenditures of institutions and facilities; and
- Contracting services.

Because corrections represents such an important segment of the justice system; and because adequate services must be provided on a cost effective basis; and because it is the firm conviction of this minority statement that the present master plan effort failed to achieve its stated goals, it is recommended that a new master plan study be authorized, and that this study be established with an independent status, staffed with sufficient researchers, under the direction of a citizen board, and funded for a minimum of two years. To accept the present master plan is to accept something less than what Montana needs as a blueprint for its corrections system.

Respectfully submitted,

*Harold F. Hanser*  
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Yellowstone County Attorney  
Member  
Master plan committee

**END**