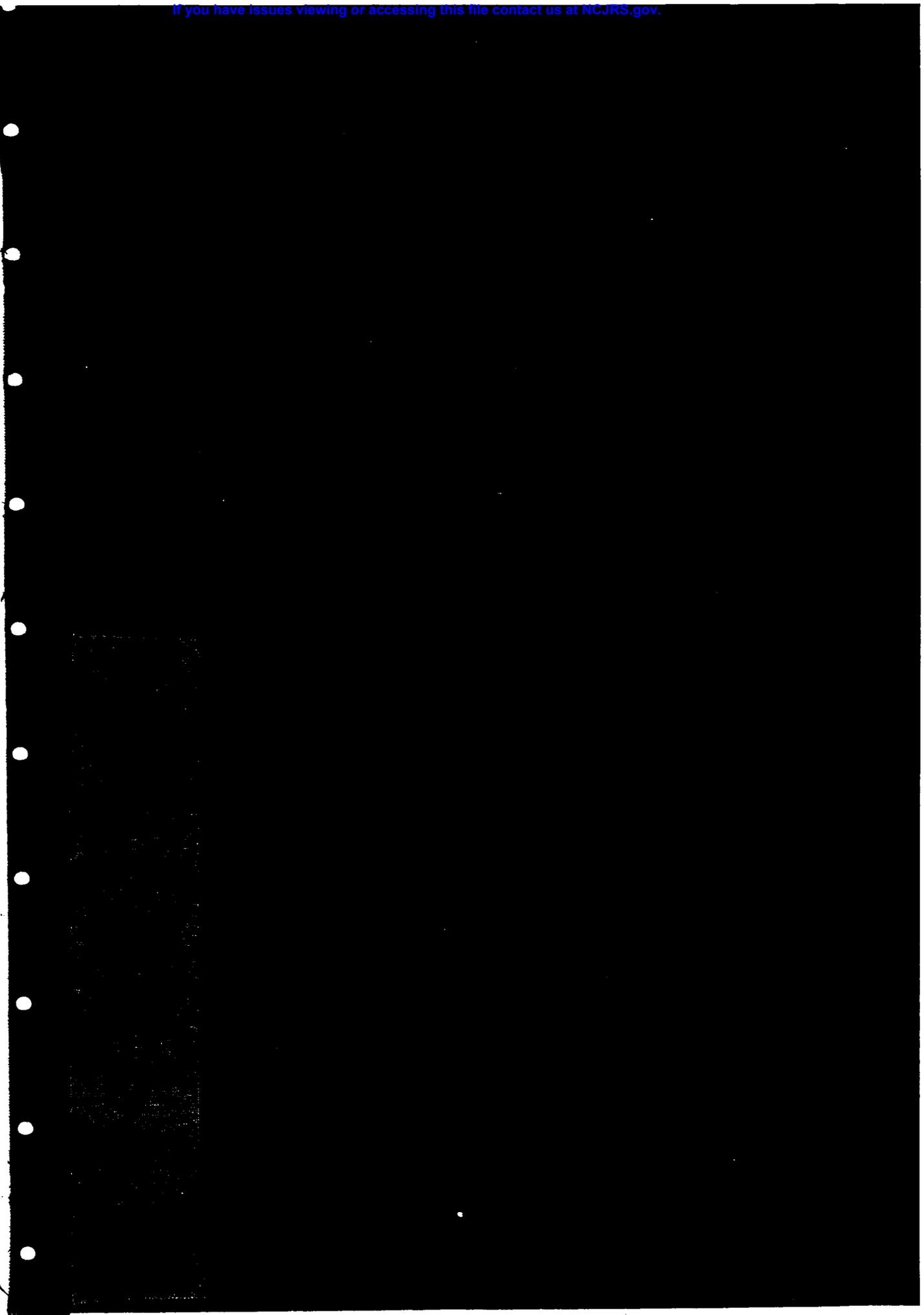


✓ 316



EXECUTIVES' WORKSHOP

*** P.A.C.T. ***

Pennsylvania Adult Correctional Training
Institutes

*Pennsylvania State University
College of Human Development
Center for Law Enforcement and Corrections*

Name: _____
Agency: _____
Position: _____

We are delighted to know that you will be participating in the upcoming Executives' Workshop at the Pennsylvania State University Conference Center on January 21 - 23, 1968. As you are aware, the purpose of this Workshop is to evolve policy guidelines for a correctional training program.

In order to facilitate the work-sessions of the Workshop, we have prepared several questions for each participant to complete prior to his arrival. This information will be summarized and distributed to each participant. It will be used to establish a basic frame of reference for the project report which will be generated by all participants during the Workshop.

Because your "input" is so important to the design and successful conduct of the Workshop, we are confident that you will complete this questionnaire and return it to us within five days. A stamped, self-addressed envelope is enclosed for your convenience.

PLEASE ANSWER ALL QUESTIONS! We are interested in your personal perceptions as a leader keenly interested in the progressive administration of justice.

12/27/67 LEC 29:JC

1. A large proportion of offenders are the victims of society in one way or another; therefore, the goal of corrections is to repair these casualties rather than to hurt them. g

_____ Agree

_____ Disagree

2. There is value in mixing correctional and non-correctional personnel in training because it subjects correctional practices to inquiry and forces persons to review and justify procedures that have little more than a traditional rationale. m

_____ Agree

_____ Disagree

3. An essential part of the training is some sort of clinical or on-the-job experience by which theoretical ideas can be tested against practice. m

_____ Agree

_____ Disagree

4. Training is a substitute for effective supervision and good management. n

_____ Agree

_____ Disagree

5. Training should increase the awareness of correctional workers about other social institutions which have considerable involvement with offenders, ex-offenders, and potential offenders. ck

_____ Agree

_____ Disagree

6. Training should strive to develop an empathy for offenders as individuals, not as stereotypes. Ca

Agree
 Disagree

7. Training should be used mainly as a managerial device to insure organizational stability and efficiency. g

Agree
 Disagree

8. Training should be a force for changing present organizational structure and individual role behavior of correctional workers. g

Agree
 Disagree

9. Training should contribute to the cooperative interaction of custodial staff, treatment staff, and other agency personnel. g

Agree
 Disagree

10. Effective training programs should incorporate techniques which maximize the involvement of the trainee participants. gm

Agree
 Disagree

11. Personnel should not be trained to assume responsibility and then given nothing responsible to do. g

Agree
 Disagree

12. Effective training requires the support of all levels of administration. m

Agree
 Disagree

13. An ideal instructor would be the person who has both theoretical training, practical experience, and the ability to combine the two. R

_____ Agree
_____ Disagree

14. The emphasis of security and control should be on their relationship to the rehabilitation process. g

_____ Agree
_____ Disagree

15. An effective correctional worker has a sensitivity to the feelings of those under his authority, a respect for them as individuals, and skills in helping them develop more socially acceptable means of expressing their own feelings. cas

_____ Agree
_____ Disagree

16. In addition to being directed toward immediate training goals, the training must be coordinated so its ramifications for all other organizational elements are taken into account. M

_____ Agree
_____ Disagree

17. The ultimate value of any-in-service training program lies in its effect on the people whom the trained worker serves. g

_____ Agree
_____ Disagree

18. Preparing correctional workers to constructively use authority and power is an essential element in training. c

_____ Agree
_____ Disagree

19. Training should be directed towards employee development which implies capability on the part of the learner and confidence in him by the organization. gn

_____ Agree

_____ Disagree

20. Lectures, seminars, and didactic material are essential parts of effective training programs. m

_____ Agree

_____ Disagree

21. The emphasis of training should be on correcting the present deficiencies of employees. gn

_____ Agree

_____ Disagree

22. To do an effective job, the correctional worker must have a knowledge of the goals of the organization; how they are to be achieved; and the contribution and significance of his own particular job. n

_____ Agree

_____ Disagree

23. Doing an effective job as a correctional worker simply means performing the requisite mechanical and routine operations. n

_____ Agree

_____ Disagree

24. The identification of correctional staff training needs will depend on the short-term performance results desired, and these should be intimately related to the rehabilitative goals of the total correctional program. n

_____ Agree

_____ Disagree

25. Training should strive to develop an empathy for offenders as individuals--not as stereotypes. g ca

_____ Agree

_____ Disagree

26. A correctional system that is not prepared for change is not prepared for training. g

_____ Agree

_____ Disagree

27. Training programs should concentrate to a greater degree on issues surrounding the philosophy of corrections than is usually the case. c

_____ Agree

_____ Disagree

28. The following subject matter has been included in correctional training programs. Please rate each item as 1) essential, 2) desirable, 3) optional, or 4) unnecessary in a correctional training program for Pennsylvania.

A. Individual differences among offenders. ck

_____ Essential

_____ Desirable

_____ Optional

_____ Unnecessary

B. Motivations for behavior that are not immediately apparent on a common-sense basis. ck

_____ Essential

_____ Desirable

_____ Optional

_____ Unnecessary

C. Knowledge and skills in communication. cks

_____ Essential

_____ Desirable

_____ Optional

_____ Unnecessary

D. Group process and interaction and how the group influences the behavior and response of the individual. ck

_____ Essential

_____ Desirable

_____ Optional

_____ Unnecessary

E. Development of capacity to record observations and to report accurately what has been seen and heard. cs

_____ Essential

_____ Desirable

_____ Optional

_____ Unnecessary

F. Law enforcement practices and problems. ck

_____ Essential

_____ Desirable

_____ Optional

_____ Unnecessary

G. The changing philosophies of law and corrections. ck

_____ Essential

_____ Desirable

_____ Optional

_____ Unnecessary

H. Concepts of correction in relationship to the total society. ck

- Essential
- Desirable
- Optional
- Unnecessary

I. The dimensions of crime. ck

- Essential
- Desirable
- Optional
- Unnecessary

J. Judicial processes and procedures. ck

- Essential
- Desirable
- Optional
- Unnecessary

K. Other social agencies which deal with offenders, ex-offenders, and potential offenders. ck

- Essential
- Desirable
- Optional
- Unnecessary

L. The overall field of corrections, its growth, development, and future direction. ck

- Essential
- Desirable
- Optional
- Unnecessary

- M. The differential vulnerability of individuals to social forces and pressures that lead to crime and delinquency. ck

Essential
 Desirable
 Optional
 Unnecessary

- II. Motivating forces of human behavior (the way in which the general environment and the family influence how a child grows up). ck

Essential
 Desirable
 Optional
 Unnecessary

- O. Public Relations and Information: The correctional worker's role in interpreting his job and the work of the agency to the community. ck

Essential
 Desirable
 Optional
 Unnecessary

-
29. Which of the following policies would you favor with respect to experimentation with new treatment programs in a prison. (Check only one.)

- A. No treatment program should be instituted if security precautions would have to be lowered.
- B. Treatment programs can be instituted even though a moderate increase in the probability of escape is involved.
- C. Custodial considerations are secondary in setting up a treatment program (except for clearly dangerous offenders) since the most important principle in organizing a prison program is the needs of the offenders.

30. Rate the following methods for training correctional employees.
Rate each method using the following codes:

- A.= Extremely valuable
- B.= Somewhat valuable
- C.= Interesting but impractical
- D.= Not familiar with this method

- ___ Lectures
- ___ Books, articles
- ___ Slides, film strips
- ___ Movies, Television
- ___ Phonograph records, tapes
- ___ Programmed instruction
- ___ Incident process
- ___ In-basket
- ___ Role playing
- ___ Task exercise
- ___ T-Group (laboratory)
- ___ Instrumented group (laboratory)
- ___ Psychodrama
- ___ Management games
- ___ Dyadic programming
- ___ Diagnostic data task group
- ___ Other (specify) _____

ORIGINAL PROPOSAL

PACT

PENNSYLVANIA ADULT CORRECTIONAL TRAINING

INSTITUTE

Project Plan and Supporting Data

I. Goals

(1) The Nature of the problem and need to be met:

As symbolized by the existence of the Joint Commission on Correctional Manpower and Training and the New Program Development Grant program of the OLEA for "Planning and Development Grants for Statewide In-Service Training Programs for Correctional Personnel," as well as other agencies and programs, there is currently more concern about improvement in the quality of correctional practice through the upgrading of correctional practitioners than ever before in the history of the field. This concern is recognized in Pennsylvania, and considered as perhaps the most important single factor in the development and operation of effective correctional programs. Pennsylvania's concern is expressed in several forms:

- (a) The Bureau of Corrections staffing pattern includes a position of Supervisor of Training.
- (b) The Bureau of Corrections conducts, at regular intervals, a required, four-week full-time training program for correctional officers which is also open to selected city and county jail personnel as well. In addition to the Bureau training program, each institution conducts periodic in-service training.
- (c) The Bureau of Corrections is developing in-service programs of training for supervisors and middle management personnel.
- (d) The Board of Parole, which will become the Board of Probation and Parole on July 1, 1967, has its functions broadened to allow it to: provide services to the courts, including pre-sentence studies; set standards for local services; create and administer a uniform statistical system; and provide training for local probation officers at the court's request.
- (e) The current Board of Parole is carrying on an in-service training program for officers of the counties with specially appropriated funds. A first institute, June 1966, focused on pre-sentence investigation and the next will be concerned with interviewing and counseling. Additionally, the Board of Parole for the past fifteen years has provided periodic in-service training for its own staff.
- (f) Anticipating its broadened function, the Board of Parole has appointed a Director of Probation, charged with developing standards for practice, personnel, and salaries.

- (g) Nearly ten years of combined effort by correctional officials, police, and interested citizens resulted in the creation, July 1966, of a Center for Law Enforcement and Corrections at The Pennsylvania State University financed by appropriated funds. The Center is now becoming operational and has a mandate to design and implement educational programs for police and correctional personnel.

Each of these are expressions of a commitment to the upgrading of correctional services, forward-looking and substantive in nature. However, it must be admitted that they are necessarily limited in their scope, immediate utility, and inter-relationship. The essential relatedness of probation, institutions, and parole is not facilitated. The limitations of segmented, disparate, and compartmentalized approaches remain.

History, geography, specialization and division of labor, and other considerations may preclude or contra-indicate structural integration, in the form of administrative organization, in a given situation, as in Pennsylvania. Without conscious, deliberate, and continuing activity directed towards establishing and maintaining unified and complementary programs, fragmented and piecemeal approaches will come to characterize the activity in the field.

Corrections suffers from numerous major problems in its efforts to increase the efficiency of its intervention in criminal careers. This proposed project would focus on two particular problems:

- (1) The upgrading of the knowledge and skill base of the practitioners in their direct service functioning with offenders.
- (2) The fostering of cross-departmental communication, planning, and programming for all elements of the correctional process.

Planned, organized, and sustained programs calculated to resolve the fundamental and neglected aspects of the divisive tendencies noted above are required. A training program emphasizing the development of practitioner's direct-service knowledge and skills with elements directed toward the elimination of barriers to integrated and reciprocally enriching programs seems particularly well-suited to the present situation.

- (ii) Target groups or organizations affected or benefited:

The organization of this State which this project is directed towards affecting are:

- (1) Bureau of Corrections
- (2) Board of Parole
- (3) Probation personnel from the 67 counties
- (4) Educational and service organizations of appropriate nature whose support is necessary and may contribute to the achievement of the project's goals in a direct and immediate manner.
- (5) The Center for Law Enforcement and Corrections at The Pennsylvania State University.

It is anticipated that the project will be initiated with top-level management persons in each of these organizations, particularly those of the Bureau, the Board, probation departments with sizeable staffs and clientele. Subsequently, middle management and supervisory level personnel with substantial responsibility and authority will be involved.

Administrative support for innovation and change is vital and may constitute the key variable for achieving these goals. Attention to the necessity for developing useful means of bringing about change at all levels in the administrative structure of organizations is imperative, as is the development of mechanisms to make the data available upon which to base change. These mechanisms are both organizational and personal in nature. Chance or circumstantial implementation of change should be avoided in favor of planned change.

(iii) What is hoped the project will demonstrate or achieve:

The project will have two major goals. The first will be to devise training programs which will expand the knowledge and skill of the correctional practitioner at every administrative level in dimensions appropriate to particular functions within the special area of responsibility of the practitioner.

The second goal will be the fostering of a climate supportive of coordination and integration of function and the development of mechanisms through which this can be realized.

Specifically, it is proposed that a training program be developed and carried out which will:

- (a) Focus attention on the values of and necessity for coordination of correctional processes.
- (b) Demonstrate the essentially unitary nature of the elements of those processes.

- (c) Eliminate fragmentation and compartmentalization of activities.
- (d) Foster cooperation, mutual assistance, sharing, and creative problem-solving.
- (e) Support innovation and change in response to emerging needs, knowledge, and resources.
- (f) Stimulate program development through utilization of total resources.
- (g) Minimize duplication of efforts, funds, materials, and personnel resources.
- (h) Enable correctional programs to develop and present a coherent and cohesive image capable of eliciting and fostering public and legislative support.
- (i) Develop common understandings of attainable goals.
- (j) Facilitate planning and progress toward long-term goals.

In the pursuit of these goals, methods and materials of training will be developed which can be subsequently adopted and supported by the Commonwealth.

The outcome of the enterprise should be increased efficiency of present and future correctional operations both in Pennsylvania and elsewhere. The agencies developing this proposal-project will be able to support their efforts to develop expanding staff training and development on the basis of a project of this kind. This will insure its continuation and further development in similar and related areas of training needs within their organizations and across organizational lines, as a standard component of all training.

Although Pennsylvania has some relatively unique problems involving those organizations to be involved, the problems which this project would address are basic to many other correctional systems. It would not be unjustified to suggest that more of the systems suffer from these problems than are free of them. A project of this nature could develop valuable knowledge and documented experience about:

- (a) Curriculum-Development, Organization, Content
- (b) Teaching Materials
- (c) Instructional Aids

(d) Methodological Approaches

(e) Administrative Guides

This knowledge and experience will be systematically developed, tested, modified and reported so that it can be replicated, adapted, and otherwise utilized by others who might wish to attempt similar projects to achieve similar ends.

II. METHODS

(i) Steps and stages of the project

The manifest interest of the Commonwealth of Pennsylvania in attempting to develop improved approaches to upgrading of personnel and practices in corrections has been discussed in Section I of this part of the application with indication for the implementation of this project.

The Center for Law Enforcement and Corrections at The Pennsylvania State University will be the coordinating and instructional agent of this proposal, utilizing the staff of the Bureau of Corrections, Board of Parole, The American Foundation Institute of Corrections, and other appropriate public and private agencies with correctional concerns and responsibilities whenever, and wherever, appropriate for consultation and other services. The Center, the Bureau, and the Board have already engaged in preliminary discussions, and both the Bureau and the Board have asked the Center to assume this role, offering their cooperation and assistance. Each of these primary agencies has participated in the development of this proposal. The following narrative descriptions will be followed by specific curriculum content statements and program illustrations.

A workshop for the administrative leadership of the Bureau, Board, and probation services will be held over a two-day period, during which these leaders will be thoroughly acquainted with the goals of the project, as described in Section I above; eliciting and recording their concerns regarding these goals; identifying their mutual perceptions of each others agencies, determining what types of problems each of them is confronted with in utilizing the programs and services of the others; identifying major personnel skill deficiencies and their sources which training can remedy or relieve; and acquainting them with the approaches to training which can be utilized, emphasizing the necessity for sustained, top-level support for innovations in practice consistent with statutory regulation and administrative responsibility.

Participants will review the preliminary plans for the project and aid in the development of the program for middle-management personnel to follow (described below), as well as the proposed training program for line-level direct service personnel which will be submitted to O.L.E.A. if this proposal is approved and funded. (A tentative description of the line officer program is included as Appendix A.)

A second workshop will be held, following assessment of the first, for middle-management, supervisory level personnel. These would include section chiefs, district or area supervisors, department heads, etc. This would also take place over a two-day period, during which they will be acquainted with the goals and methodology of the project and their involvement in the effort solicited and developed. In many ways, this is the most critical group in the training enterprise. These middle-supervisors have the major burden of actual implementation of program and changed approaches to program development and problem-solving activities at the line level. If these "supervisors" do not see the need for, or are otherwise unwilling to support innovative behavior by those they supervise, such behavior will not appear or live long should it occur.

Emphasis in the program will focus on the prestige position which such persons occupy and from which they can exert considerable strength and influence. Their potential for educational, social, and psychological leadership will be defined and illustrated. Tools for carrying out this type of role will be suggested and illustrated. Arrangements will be made for this group to develop their own organizational approaches for relating to one another in the areas where they work on an ongoing basis.

These participants will review the project as developed and revised subsequent to the first workshop for administrators, and their insights incorporated into the proposal to be submitted to O.L.E.A. as described previously.

Both workshops will utilize the materials developed for the proposed training program for line-level, direct service personnel. (Described in Appendix A,)

The following is an outline of the curriculum units as previously described:

Workshop A - Executives

1. Goals of Training Project
2. Assessment and Evaluation of Goals
3. Mutual Perceptions Assessment (How does each agency see the other?)
4. Skill Needs Assessment (How does each agency see its practitioners skill level? How does each agency see the skill level of the practitioners in the other agencies?)
5. Methods of Project
6. Content of the Project
7. Administrative Support Development

Workshop B - Middle-Management Supervisors

1. Goals and Methods of Project
2. Content of the Project
3. Support Development (Techniques and methods of staff development)
4. Role Development (Supervisor as development specialist)

II. METHODS (continued)

(ii) What will be done at each stage and estimated time intervals involved

Reference should be made to the outline immediately preceding this section of the proposal.

Each of the workshops will be two working days in length.

(iii) How the work will be organized

The primary staffing resources for this project will be drawn through The Pennsylvania State University and The American Foundation Institute of Corrections.

The University has an administrative unit, the Center for Law Enforcement and Corrections, within the College of Human Development, specifically charged with the responsibility for carrying out projects of this kind. It is headed by Charles L. Newman who has a notable background in this type of activity (his detailed credentials appear in the appendix along with those of others to be involved). In this capacity, he has become well acquainted with the total range of correctional programs in Pennsylvania and the practitioners, supervisors, and executives, as well as with the total resources of the University.

The American Foundation Institute of Corrections is a non-profit organization devoted to the improvement of correctional practice through public education, studies, surveys, and training. Its Director, Frank Loveland, has 40 years of experience in the field, coming to the position from the position of Assistant Director of the Federal Bureau of Prisons. His associate, Ronald W. Vander Wiel, has been involved in training for corrections for the past five years, previously on the staff of the Center for the Study of Crime, Delinquency, and Corrections of Southern Illinois University.

These persons will constitute the faculty for Workshop A, to be attended by executive-level personnel. They will also staff Workshop B (for middle-management supervisors) but their efforts here will be supplemented by the services of the State agencies' top management persons, to be designated by the chief executive of the participating agencies (or those executives themselves, should it seem indicated). These supplementary staff persons will be selected as a part of the Workshop A program and oriented in the interval between Workshop A and B by the primary staff.

The primary staff (that drawn from the Center for Law Enforcement and Corrections and the Institute of Corrections) will also direct and administer the training project for direct service personnel.

There will be an advisory committee to the project, in the form of the already existing and operating Advisory Committee of the Center for Law Enforcement and Corrections, the applicant.

This committee has participated in the development of this proposal and will continue to function as a review and planning resource. Its members are:

G. Richard Bacon, Director, Pennsylvania Prison Society
Daniel R. Bernstein, Pennsylvania Department of Public Welfare
Arthur C. Eckerman, Governor's Office of Administration
Richard Farrow, Acting Commissioner, Office for Children and Youth
Paul J. Gernert, Chairman, Board of Parole
John I. Grosnick, Pennsylvania State Police
James Lamb, President, Pennsylvania Association on Probation, Parole
and Corrections
Richard Lindsey, Pennsylvania Council on Crime and Delinquency
Fred Miller, Pennsylvania Department of Public Instruction
William Nagel, Governor's Council for Human Services
Hugh Roberts, Bureau of Recruitment and Training, Civil Service Commission
Francis J. Schafer, Chief of Police Association
Charles G. Sweet, Council of Juvenile Court Judges
Kenneth Taylor, Bureau of Corrections
Ronald W. Vander Wiel, American Foundation
Samuel A. Weiss, Conference of State Trial Judges
Christian Zander, Juvenile Court Judge's Commission

(iv) Who will handle each element

Administrative organization, logistics, fiscal direction, operational mechanics, and similar matters will be under Mr. Newman's direction.

The major burden of the content-oriented sessions in Workshop A will be carried by prestigious persons from leading correctional agencies, such as Myrl E. Alexander, Director, Federal Bureau of Prisons, or his Assistant Director, H. G. Moeller. They will also function as resource persons in subsequent discussions, as will the primary staff. Workshop B will also utilize representatives of prestigious agencies in a similar fashion, drawing such persons from levels of responsibility similar to those of the participants in programs which have achieved favorable attention for innovative practices.

TYPE OF TRAINING PROPOSED

This is a training project, therefore, we are submitting the following additional data, as requested in the application instructions.

This project will utilize a variety of training methodologies, de-emphasizing conventional didactic instruction in favor of methods of a more dynamic nature, stressing self involvement of the learner-trainee whenever feasible and desirable.

The two workshops will be carried out in the small group discussion manner. These workshops will involve no more than twelve persons each, including the staff persons. Sessions will be tape-recorded and, subsequently, transcribed and edited. A summary of Workshop A will be arrived at and distributed within the earliest possible time.

Workshop A will utilize a number of documents as source material, including copies of this application. An outline, to be completed by the participants as a group, will be provided. When finished, it will be a statement of the perceived training needs as evaluated by these top executives.

Two questionnaires will also be administered to this group which will elicit their mutual perceptions of their agencies and functioning, relative to training needs. The results of these questionnaires will be analyzed, summarized, and reported back to them during the course of the workshop for their consideration and responses.

This application, particularly this section (II METHODS), will be reviewed and explicated by the group and staff to insure thorough understanding and acceptance, in order to insure the administrative support necessary for subsequent developments.

Workshop B will utilize the documents developed in Workshop A in communicating understanding, acceptance, and support for the goals and methods of the project.

Development of support for continuing staff development activities and innovative staff behavior will be attempted by use of laboratory training methods, utilizing role-playing, case material analysis, and discussion and similar "live" experiences calling attention to the role of supervisor-manager as trainer, the final component of the workshop effort. Self-assessment in this role will be carried out by use of a questionnaire which will allow participants to measure their attitudinal and behavioral adequacy as training and development specialists, giving them an objective criterion against which they can measure their present attitudes and behaviors as well as their subsequent responses to Training Project participants after the project has been completed and, hopefully, participants attempt to apply their training-acquired insights and skills.

The Training Project for direct-service personnel (Phase II) will also utilize the same basic documents as the workshops, further insuring and facilitating shared understandings by all participants in the total project.

This population will be much greater in number and the levels of educational attainment, intellectual capacity, knowledge of and experience with training, capacity for verbalization and other forms of communication, age and other variables will be much more diversified than among the workshop participants, as will the motivational incentives and levels. In addition, these participants are more likely to be oriented toward specific task performance, e.g. supervising inmate work details, than toward problem-solving as it contributes to goal attainment, the rehabilitation of the offender as evidenced by recidivism rate reduction.

These considerations indicate that training should emphasize methods and content of a most concrete and practical nature which can be experienced emotionally, as well as intellectually, as does the goal of the total enterprise, the facilitation of interagency cooperation. People who relate as people, rather than as symbols or representatives, are more capable of achieving this goal.

Content-centered sessions for all trainees and small group sessions will be carried out, the latter using laboratory training methods whenever possible, as noted below. The Goals of the Project component will start with the participants being asked for their impressions of the nature and goals of the project through a questionnaire. The results will be analyzed and reported to them, along with the results of the comparable inquiry of Workshop A and B participants with discrepancies noted and congruences emphasized. This application's relevant contents will be extracted and distributed with discussion groups considering the implications, particularly as they relate to their responses to the questionnaires. This will serve to clarify any misconceptions or preconceptions of the participants and focus their attention on the task of learning within the context supplied by the design of the curriculum of the Training Project.

(i) An outline of curriculum

The curriculum units have been outlined and discussed previously (see pp. 5-10, Section II, METHODS) and will not be repeated here.

(ii) Number of individuals and course presentations to be involved

Workshop A (Administrators) will be held twice, once for the eastern half of the State and once for the western half. Each of these workshops will enroll approximately twelve such administrators for a two-day period.

Workshop B (Middle-Management and Supervisors) will also be held twice, on the same geographical distribution basis, for a two-day period for each group of approximately twelve members.

In both workshop efforts, A and B, the participants will be selected on the basis of their being in the type of positions described earlier. There will be proportional representation of probation, institutions, and parole at all three levels of government where such services are found in Pennsylvania, i.e., State, county, and municipal.

(iii) Teaching methods and materials contemplated

General methodology and materials have been described previously (see pp. 5-10, Section II, METHODS).

III. RESULTS

1. Evaluation

- A. Workshop A groups will be surveyed (see p. 5, Section II, METHODS) relative to their mutual perceptions of each other's agencies and their staff training needs, and this will be used as a reference point for evaluating the extent to which goals are achieved.
- B. Workshop B will be assessed relative to their self-perceptions as line personnel training-development specialists (see p. 6, Section II, METHODS) and they will be provided with the results of the assessment, against which they can measure present and subsequent behaviors in that role.

2. Significance

Corrections in this country suffers from the extent to which lack of coordination and supplementation of mutually necessary resources characterizes the functioning of the elements of the correctional process. In addition, for a variety of economic, political, and social reasons, the practitioner body in the field is of a relatively low level of appropriate academic and/or desirable experience attainment.

This proposal provides an approach to the resolution of these personnel problems through training oriented around the major limitations of the personnel and within the limits of practicality. First of all, it will increase administrative awareness of the need to develop meaningful training programs which will not only increase practice skill but also enhance the capacity of the practitioner to utilize the resources of other practitioners, both within and from outside his own area of interest. Second, it will develop the awareness of, and necessity for, increased intra-agency concern for fostering and supporting changed behavior by practitioners.

The middle-management and/or supervisory level of personnel speaks to the need for recognition of these persons' critical role in the implementation of changed practitioner behavior along lines more consistent with the advanced knowledge and experience available about better practices in the field.

3. Continuation

The two largest correctional agencies in Pennsylvania and two of the major correctional training resources in the State (The Pennsylvania State University Center for Law Enforcement and Corrections, and The American Foundation Institute of Corrections) have prepared this application cooperatively.

The Bureau of Correction's commitment to training generally and to this project specifically have been noted, as has that of the Board of Parole (see pp. 1-2, Section I, GOALS, and Appendices B and C for endorsements by the Commissioner of Corrections and Chairman of the Board of Parole), and The Pennsylvania State University and The American Foundation facilities and functions are noted.

Every effort will be made to adapt, where indicated, the experience of this proposal to the existing training activities of each of these agencies. Obviously, due to dependence on legislatively appropriated public funds, no specific commitment to carrying out such a program following completion of the proposal described in this document can be made. However, the public agencies involved have indicated a desire to use this project as a model for subsequent activities within their own organizations and between their organizations.

The Center for Law Enforcement and Corrections, The Pennsylvania State University, also plans to use this project as a model for subsequent training of correctional personnel in its ongoing program as does the Institute of Corrections of The American Foundation.

4. Dissemination

All documents, questionnaires, curriculum aides and devices used will be evaluated in terms of their utility.

Narrative accounts of proceedings will be made and evaluative comments, suggestions, and recommendations recorded. Results of evaluative efforts will be recorded and described appropriately.

Outside consultants, whenever involved in the actual project as staff or resource persons, will be asked to provide their evaluations, suggestions, and recommendations.

The collective experience of the staff will be recorded and evaluated.

All of the above will be reported in a final document which will be printed and made available to all interested parties, individuals, and agencies in the field of corrections or allied fields, both within and outside of Pennsylvania. The report will be publicized through review or abstracts forwarded to appropriate journals, such as Federal Probation, Crime and Delinquency, Current Projects-- Crime and Delinquency, and others.

IV. RESOURCES

1. Qualifications and Facilities of Grantee

The grantee (applicant) for this proposal is The Pennsylvania State University, one of the leading public universities of the United States. The Center for Law Enforcement and Corrections is the agency of that University which will carry direct responsibility for administration. Appendices A and B reflect the acceptability of this arrangement to the State agencies involved.

Current enrollment is 37,481--22,493 at University Park, 9,741 at the Commonwealth Campuses, and 5,247 in community credit classes. The faculty numbers nearly 2,000. Penn State, founded in 1855, now ranks 15th in the nation in full-time enrollment.

The University's budget for a single year is now approximately \$110,000,00--37% of which comes from the State, including contracts with State departments, 22% from the Federal Government, 17% from tuition, 16% from auxiliary earnings, and 8% from miscellaneous sources.

Buildings at University Park number 222. Of these, 53% (residence halls, student union, etc.) are self-amortizing; 31% (classrooms and laboratories) are built by the State; and 16% are provided from other sources, including alumni funds and private gifts. The entire physical plant is currently valued at \$212,000,000. The University owns a total of 13,243 acres of land. The University Park Campus is located on a tract of 4,551 acres, of which 390 are used for classroom and office buildings, laboratories, and residence halls.

Commonwealth Campuses are located in Abington (Ogontz), Allentown, Altoona, DuBois, Erie (Behrend), Harrisburg, Hazelton, McKeesport, Middletown (Capitol), Monaca (Beaver), Mont Alto, New Kensington, Pottsville (Schuylkill), Reading (Berks), Scranton, Sharon (Shenango Valley), Uniontown (Fayette), Wilkes-Barre, and York. Graduate Centers: Middletown (Capitol), King of Prussia.

University graduates total 105,657--52,655 of whom live and work in Pennsylvania.

Continuing Education services during 1965-66 officially enrolled 80,366 persons in 197 Pennsylvania communities in a wide variety of instructional programs, including credit programs, unit courses, informal short courses, conferences, and seminars. More than 6,250,000 were served through 39,600 film bookings.

Research carried out during 1965-1966 included more than 1,300 individual research projects which cost more than \$24,870,000. Funds came from the Federal Government (69%); University sources, including the State General Maintenance Appropriation (22%); industrial, private, and other sources (6%); and special contracts with State Departments (3%).

The four-term academic year, which places Penn State on a year-round operating basis, permits undergraduates at their option to complete their education in three years and results in greater utilization of the University's physical plant.

Degrees conferred by the University during 1965-66 numbered 3,774 baccalaureate, 1,223 advanced (doctor's and master's), and 636 two-year associate.

The O.L.E.A., in the Guidelines statement covering proposals such as this one, suggest that the Project Director be a person holding a joint appointment in both the University and the central office of the State correctional system. This

is not possible here because such appointments are specifically prohibited by administrative regulation of the Office of Administration of the Commonwealth of Pennsylvania.

The Bureau of Corrections and the Board of Parole have agreed to make available whatever physical facilities are necessary to house the project and its activities whenever necessary and indicated.

2. Staff and Staff Organization

This subject has been dealt with in Section II, METHODS, pp. 7-8. Biographical sketches will be found in Appendices D and E.

3. Cooperation or Participating Agencies

1. Commonwealth of Pennsylvania
Bureau of Corrections
Board of Parole
The Pennsylvania State University
2. Prisons
Probation agencies
3. Selected municipal agencies
Probation agencies
4. Private agency
The American Foundation Institute of Corrections

APPENDIX A

PROJECTED LINE OFFICER TRAINING MODEL

(Presented here as a basis to see the entire project in prospective)

Training Project - Line-level personnel will be assembled, for a five-day period, on a regional basis, at a correctional institution capable of accommodating the required numbers. The selection of participants for the sessions for these groups will be considered as a critical element in that all groups should be sufficiently heterogenous to insure a representative sample of all practitioners in each group in terms of age, training, education, experience, and other learning related variables. These persons, representing direct-contact service functions in probation, institutions, and parole will be placed in actual observation-participation situations where each can see the other "practice" under "live" conditions requiring "live" responses. Probation, institution, and parole personnel will have the opportunity to see security considerations developed and carried out with attention called to the implications for people-changing behavior inherent in the procedures. All three groups will be able to see the actual and potential uses to which pre-sentence reports can be put; the ways in which each and all of them need information about parole violator behavior; accounts of experiences in supervising offenders in the community; and institutional adjustment, adaptation, and response to critical experiences will be shown. The importance, necessity, desirability, and feasibility of sharing insights, knowledge, skills, and resources will be dramatically illustrated, and techniques and methods for doing so demonstrated. The interrelatedness of each element in the correctional process will be shown emphasizing their interdependence if the task is to be accomplished.

The participants in the training project will be predominantly drawn from persons playing casework-type roles by virtue of the inclusion of the probation and parole personnel. The representatives of institutional programs, however, will include, in addition, psychologists, correctional officers, work supervisors, teachers, vocational instructors and others carrying out direct service duties. This is believed to be vital to insure: (1) that non-institutional personnel be made intensely aware of the important role such persons play in the institutional experience of inmates, (2) appreciation of the potentially rich source of service such persons can become and, conversely, what havoc they can wreak if not appropriately involved, (3) that reality insights about the inmate's daily living experiences as observed and experienced by these persons are made known, (4) that the problems involved in implementing professional recommendations in the ongoing institutional situation are made known, (5) that they understand much more adequately than is currently the case, the role and function, as well as practices and procedures of probation and parole services.

Content-oriented sessions relative to "treatment" concepts will be held, emphasizing the opportunity to respond to these concepts negatively as their limitations are perceived by these practitioners. All too frequently, such concepts have been presented as though their virtues were self-evident and, as such, their implementation assured. Such presentations have not accounted

for the infinite variety of experiences, as experienced by the practitioner, in such a way as to impress that practitioner with the validity and/or utility of the concepts. These efforts have and will continue to fail, except with the extraordinarily talented who probably do not need the training initially, because they are seen as unrealistic and abstract to the point of absurdity.

The concepts to be developed will be those which have direct and immediate, as well as obvious relationships to the tasks of the participants. They will include the processes, legal and social, as well as correctional, through which offenders become labeled as such and diverted into the various components of the correctional process where these trainees interact with them. For example, it is well known that a very high percentage of all institutional personnel, at every level of organization, do not know the basic procedures which the inmate has experienced prior to reception. Arrest, detention, bail, arraignment, pleading, trial, sentencing, etc., each of which has remarkable and impressive impact on inmates, are seldom understood, even descriptively, and the import of these experiences is seldom, if ever, recognized in the institutional "handling" of inmates, except in administrative terms. In this area, probation personnel are much more sophisticated and can be utilized to "train" the other trainees and their own self-training enhanced considerably by calling attention to the extent to which they affect and are affected by these processes themselves, relative to the attainment of treatment goals.

Equally well known are the limitations of community-centered personnel in appreciating (once again, in the treatment context) the realities of imprisonment's effects on prisoners relative to community adjustment. All too frequently, unrealistic and inappropriate stereotypes about the strengths and weaknesses of institutional resources prevail and govern the treatment approaches of these practitioners. The result is that the offender sees them as naive, lacking in understanding and, perhaps most importantly, incapable of being helpful.

In an effort to deal with these problems, the training content and methods will be devoted to the development of a simple but universally relevant (the universe being the treatment activities of probation, institutional, and parole personnel) sets of principles, concepts, and practices.

The first emphasis will be on Similarities. This refers to shared areas of concern for each of the three trainee populations. Each of them needs to be concerned with and have skills in utilizing:

- I. The Resources of the Offender
- II. The Resources of the Community (civilian)
- III. The Resources of Important Others

The second emphasis will be on Dissimilarities. Reference here will be to the peculiar, unique functions of each of the three populations as they affect practice but emphasizing ways in which each can facilitate the functioning of the other as they attempt to exploit the concerns and skills noted in the preceding paragraph.

More specifically, the program will be directed towards the development of knowledge and skills in:

I. Understanding the Resources of the Offender

Emphasis on the elements of psycho-social diagnosis as a prerequisite to effective treatment planning and implementation, making the purposeful nature of behavior apparent.

The necessity for a knowledge base for programming practitioner activity will be dealt with in this component of the training. Principles relevant for psychological-social understanding of the individual offender as a unique individual existing and functioning within a field influenced by the setting for his behavior, in relation to a number of Important Others, with particular emphasis on the role of the correctional practitioner. Understanding of all of these elements will be emphasized as the basis for programming treatment activities.

The second component in this area will be on the medium through which such understanding must be achieved, the relationship between the offender and the practitioner. Attention will be directed toward the assigned function of the practitioner, the development, maintenance and incorporation by the offender of pro-social attitudinal and behavioral changes.

The knowledge base required for this effort, arising out of diagnosis as described above, will be reinforced here and led into the consideration of what kinds of practitioner behaviors are required in order to act on diagnosis. The relevance and necessity for self-awareness by practitioners will be emphasized, and ways and means of achieving this will be communicated so they may see the importance of understanding their own behavior and its influence on the offender.

The final component of this unit will focus on specific practitioner activities relevant to treatment functioning. The practitioner will be portrayed in three forms of activities, the first arising out of the self-awareness emphasis immediately preceding. Here we will present the practitioner as "role model", calling attention to his behavior as a frame of reference for the offender to utilize in changing his own behavior. Next, services will be categorized and described with ways and means of developing each of the categories to their maximum potential presented. Finally, specifically labeled therapeutic activities in the forms of counseling-type efforts with the offender and his Important Others, both individually and in groups, will be considered in theory and practice mediums.

II. Understanding the Resources of the Community

We must consider the offender and evaluate or diagnose him not only in the situation where we encounter him but as he exists in the community at large. We must know how he has interpreted his experiences there, what uses he has made of those experiences, and objectively determine his potential as a result, being careful not to confuse what we may wish for him and what is in fact possible for him.

Content will focus here on social class variations, psychological variations, correctional agency functions versus offenders' needs, ways in which services are offered and made available, and ways in which services are actually utilized. The reconciliation of these components, how to get the most effective program, will be sought after.

Again, the basic concept of a necessary knowledge base for action will be reinforced, and skill in diagnosis emphasized, relative to inventorying resources, accessing their utility, and facilitating their utilization.

The prison community will be discussed and analyzed with the same perspectives as the free community--practitioners being helped to see the analogies in both. The skills of community organization techniques, persuasion-education concepts, the place of written and verbal skills and elementary behavior modification techniques will be developed in order to enable the trainee to have experiences in the inventory and assessment of resources, gaining access to them, maintenance of working relationships, modification of existing non-productive resources, education of others, and exploitation of opportunities generally.

III. Understanding the Resources of Important Others

The term "Important Others" has been utilized here because it seems to be one which calls attention to the crucial but neglected importance and potential of a wide variety of persons within the offender's personal field who can and do present critical variables in correctional efforts. These would include family, relatives, friends, other offenders, correctional personnel, employers (potential and actual), and all those whose influence is felt, directly or indirectly, in the offender's life from arrest on, regardless of disposition.

Once again, the diagnostic influence will be emphasized, calling attention to the necessity for consideration of this variable as it influences: the nature of the relationship of the practitioner to the offender; the offender's life style; the correctional experience; and other related concerns.

These "Important Others" may constitute the key to the extent and nature of the offender's utilization of his own resources and those of the community. Here, also, the practitioner must proceed on a knowledge base similar to that required in understanding the offender and the community, in order to substantially affect the offender at whatever point he is encountered in the correctional process.

As noted earlier, attention will be given to Dissimilarities as well as similarities in practice in each of the elements of correctional processes, calling attention to their complementary features as well as to the ways and means by which each can aid the others.

The major socially-legally-assigned functions will be spelled out and the implications traced with mutual interchange and sharing accelerated.

Probation's primary functions of pre-sentence investigation and community supervision will be explicated calling attention to the public protection function shared with institutions and parole. Institutional functions of control and rehabilitation will be discussed and the limitations and advantages of the institution in performing these functions made known.

Parole's functions of rehabilitation and control following incarceration will be dealt with, exploring the peculiar precedent experiences of the offender as they are relevant to treatment under these circumstances.

Each element will be portrayed as distinctive, but in such a way as to make clear and emphasize the conception that each is, in fact, part of a total process devoted to the correction of criminals.

The Training Project (Phase II) for line personnel will enroll approximately 25 persons for each training program. There will be ten such programs distributed at various locations around the Commonwealth in order to minimize the expense and time lost through traveling. The size of these groups and number of sessions may be modified, if indicated, for reasons of staff and participant availability.

In summary:

Workshops A (Administrators)
Number - 2 Length - 2 days each
Participants - 24 (12 each)

Workshops B (Middle-Management and Supervisors)
Number - 2 Length - 2 days each
Participants - 24 (12 each)

Training Project
Number - 10 Length - 5 days each
Participants - 250 (25 each)

Total number of training programs - 14
Total number of training days - 54
Total number participants (approximate) - 298

POLICY GUIDELINES
for a
STATEWIDE CORRECTIONAL
STAFF DEVELOPMENT
PROGRAM

P.A.C.T.

PENNSYLVANIA ADULT CORRECTIONAL TRAINING
INSTITUTES

*The Pennsylvania State University
College of Human Development
Center for Law Enforcement and Corrections*

January 21-23, 1968

1/29/68 LEC 38:JC

GOALS FOR CORRECTIONAL TRAINING

The major goal of correction is the protection of society by preparing the offender to reenter (or remain in) the community as a law-abiding and productive citizen; and to provide, when necessary, for secure and humane custody and/or control of the offender.

Objectives for correctional staff development must be consistent with this major correctional goal. These are:

- A) Training staff to be knowledgeable about the role of their agency or institution in the continuum of the administration of justice system. Specifically, the criminal law, law enforcement, the judiciary, correctional agencies and institutions, parole, probation, and other agencies which provide services for offenders (e.g., vocational rehabilitation and mental health);
- B) Training staff to be knowledgeable about the function, philosophy, and responsibility of his particular institution or agency;
- C) Training staff to be knowledgeable about the specific programs and services provided by the agency or institution of which he is a part;
- D) Training staff to be knowledgeable about the specific role and responsibility of the positions they occupy;
- E) Training staff to be knowledgeable about the understanding of the offenders whom they serve and for whom they are responsible;
- F) Training staff to be knowledgeable about the impact of interpersonal relationships;
- G) Training staff to be knowledgeable about the ways by which to correctly utilize the services of community agencies on behalf of their clients;
- H) Training staff to be knowledgeable about the role and responsibility of correctional personnel to participate in the education of the public

GOALS FOR CORRECTIONAL TRAINING (continued)

In problems relating to corrections and the administration of criminal justice. The foregoing basic training should be given to all staff.

Additional concentrated training should be provided with staff consistent for the special positions they occupy. Staff development training must be commensurate with realistic standards, as well as professional performance requirements.

TRAINING NEEDS IN CORRECTIONS

Training needs emerge from an analysis of goals as heretofore set forth in Section I. These needs can be met through three training strategies:

- A) Pre-entry training. This education should be at a level consistent with the job expectations and entry requirements.
- B) Post-entry indoctrination training for corrections and the administration of justice. (This basic training program would be universally provided for all staff whether service or professional since pre-entry training and education comes from a variety of inputs, some of which do not incorporate either justice concepts or content).
- C) Special staff development training designed to raise staff at all levels and in all functions to their maximum potential. Specific staff development programs can be organized on an inter-agency basis and can cut across the various sectors of the administration of justice, including law enforcement, intramural and extramural correctional services including interdisciplinary team training.

At the present time there are fragmented offerings of correctional and law enforcement -- related programs for staff development. There needs to be a significant effort to coordinate such efforts through the development of a master plan which includes periodic evaluation.

Specifically, the high priority correctional staff development needs are:

- A) Organized and coordinated training programs for all personnel working in the correctional field to be carried out on a regional basis.
- B) Training which will overcome the present deficiencies of correctional workers knowledge about their own rehabilitation programs and the resources of related social agencies.
- C) Programs which increasingly will utilize the merged talents of various agencies and universities in the training of staff both on campus and

TRAINING NEEDS IN CORRECTIONS (continued)

in the agency setting.

- D) Staff development programs must have built in rewards and advantages for those staff to undertake and complete such additional training.

Two major blocks are seen as preventing the realization of the unmet staff development needs listed above. These are:

- 1) Lack of sufficient funds to subsidize the training and hiring competent training staff.
- 2) Lack of replacement personnel to man critical services during times that personnel in training are on extended absences for such programs.

Many justice agencies are too small to employ any training personnel.

Resources that a small agency can afford for training must be merged with other agencies if needs are to be met at all. Massive training subsidies will be needed to bring small agencies up to minimal standards.

Educational institutions should be encouraged to develop meaningful and appropriate materials tailored for correctional and allied social agencies. Subsidies to underwrite such ongoing programs are vital.

CONTENT OF CORRECTIONAL TRAINING

The content of training programs should be compatible with agencies' philosophies which in turn should be consistent with cultural and social beliefs in a democratic society. Course material, therefore, should include skills, techniques, and attitudes in dealing with both offenders and correctional employees as individuals. Such knowledge should develop empathy for others. Additionally, the legal rights of offenders, and the trainees' responsibility and obligations regarding the use of power and authority should be included in training for workers in the administration of justice system. Such training should insure the development of a philosophy compatible with the ethical and moral thinking within the specific agency and the society it serves.

Content materials should be functional for all the personnel being trained and individual agencies should participate in the development of course content commensurate with the needs of agency personnel. The concept of evaluation must be incorporated in course materials so that the agency will be capable of periodically determining whether the programs of instruction are as effective as they should be. Whenever it appears that they are not meeting the needs of agency personnel, changes should be made.

Consistent with the above specific courses would include:

- 1) The dynamics of human behavior;
- 2) The impact of environment on individuals;
- 3) Community agencies which work with correctional clientele (e.g., public welfare, vocational rehabilitation, mental health);
- 4) Criminal law and procedures which relate to corrections;
- 5) Socio-cultural determinants of behavior;
- 6) Communications skills (verbal and written);
- 7) Skills in interpersonal relationships (particularly those dealing with hostility, aggression and authority);

CONTENT OF CORRECTIONAL TRAINING (continued)

- 8) Public relations and community information;
- 9) Professional disciplines which work with offenders (psychiatry, psychology, sociology, medicine, social-work, etc.);
- 10) Case management;
- 11) Correctional research (program evaluation and performance prediction);
- 12) Correctional administration.

The above list is illustrative and in no sense comprehensive. Training programs should maximize the connection between knowledge, skills, and attitudes necessary in the trainees work performance.

METHODS FOR CORRECTIONAL TRAINING

Guidelines for method to achieve the training objectives stated previously in this report are as follows:

- A) Effective training programs should involve maximum trainee participation;
- B) The selection of training programs should include the right combination of methods for the knowledge, skills, and attitudes to be taught;
- C) In the selection of methods, consideration should be given to the needs functions, and positions of trainees in their organizations as well as their degree of sophistication;
- D) Methods used should be evaluated for their contribution toward learning, not solely for the demonstration of a new technique;
- E) Methods should be varied in order to stimulate learning and reduce monotony (e.g., audio-visual devices, programmed instruction, etc.);
- F) On-the-job training can be a valuable component of an effective training program. Superiors should reinforce training by providing constructive guidance and recognition for improved performance;
- G) Actual agency problems and case materials should be utilized for training purposes whenever possible.

Specific techniques which have been useful in training include demonstrations of group interaction, laboratory methods ("T" Group, instrumented group), management games, role playing, psycho-drama, problem solving techniques.

PROGRAM SPECIFICATION

Grant funds from the Office of Law Enforcement Assistance, when received should be used in the following fashion:

- A) Staff of the Center for Law Enforcement and Corrections should be assigned the task of developing a variety of training materials, including content and strategies for transmission, which would be applicable to the entire field of the administration of justice cycle. Emphasis, however, should be addressed to the correctional area, and particularly targeted the line level and middle management personnel.
- B) Subsequent to the completion of the packages of training materials, one or more training workshops should be held either at the Penn State campus at University Park, or at the commonwealth campuses to utilize and test the materials which will have been developed. These recommendations should be construed as including the possibility that state-supported conferences and workshops during the year of the project could use some of the findings and materials developed out of the project.
- C) Contemplating the possibility that funds would be available subsequent to the expiration of the O.L.E.A. Phase II grant funds, it is recommended that efforts be made to make segments of the training program available at each of the 19 Penn State campuses around the State, so that minimal travel will be required for personnel located in adjacent areas. Efforts should also be directed toward the development of a coordinated system of training.

We, the undersigned, participants of the Executives' Workshop of the Pennsylvania Adult Correctional Training (P.A.C.T.) Institutes, have collectively produced the foregoing report and commend it as a common statement of policy guidelines for the development of a correctional staff training program for the Commonwealth of Pennsylvania.

Signed at The Pennsylvania State University on the twenty-third day of January, in the year nineteen hundred sixty-eight.

William F. Butler
 William Butler, Member
 Pennsylvania Board of
 Parole

John Case
 John Case, Warden
 Bucks County Prison

Thomas Cavanaugh
 Thomas Cavanaugh, Warden
 Northampton County Prison

Angelo C. Cavell
 Angelo C. Cavell, Sup't.
 State Correctional Inst.

Charlotte Cummings
 Charlotte Cummings, Sup't.
 State Correctional Inst.

J. P. Dougherty
 J. P. Dougherty, Director
 Probation Services,
 Huntingdon County

Frederick H. Downs, Jr.
 Frederick H. Downs, Jr.
 Chief Probation Officer
 Philadelphia

Paul J. Gorman
 Paul J. Gorman, Chairman
 Board of Parole

Charles C. Goodman
 Charles C. Goodman
 Director
 Bureau of Mental Health Ser.

John Gordon
 John Gordon
 Bureau of Vocational
 Rehabilitation

John J. Gross
 John J. Gross, Chief
 of Staff, Pa. State Police

John Kolczak
 John Kolczak
 Probation Department
 Pittsburgh

Frank Loveland
 Frank Loveland, Director
 Institute of Corrections

Arthur Prasse
 Arthur Prasse, Commissioner
 Bureau of Corrections

Walter G. Schelpe
 Walter G. Schelpe
 Chief Probation & Parole
 Bucks County

Kenneth E. Taylor
 Kenneth E. Taylor
 Dep. Commissioner,
 Bureau of Corrections

Edmund Thomas
 Edmund Thomas
 Director of Probation
 Erie County

P.A.C.T. VIII

PENNSYLVANIA ADULT CORRECTIONAL TRAINING
INSTITUTES

OPERATIONAL SPECIFICATIONS*

The Pennsylvania State University
College of Human Development
Center for Law Enforcement and Corrections

Operational Specifications on Goals and Needs for Staff Development

The following agency functions were identified as being related to the attainment of correctional goals: (alphabetical listing)

1. Care and custody.
2. Cooperation with other administration of justice agencies.
3. Diagnosis and classification.
4. Generating knowledge about crime causation and control.
5. Management practices.
6. Public education and training.
7. Training and treatment (i.e., rehabilitation of offenders).
8. Use of community resources.

The foregoing functions are viewed as being responsive to improvement by staff development activity for the following kinds of personnel:

1. Executive and managerial.
2. Supervisory and technical.
3. Line personnel such as: custodial, probation, parole, classification, treatment.
4. Ancillary (e.g., food service, secretarial).

*These specifications were derived from the Executives' Workshop (P.A.C.T. I) and Managers' Workshop (P.A.C.T. II)

Major responsibility for implementing correctional staff development is delineated as follows:

A. Major responsibility of the agency, exclusively:

1. Train staff to be knowledgeable about the specific programs and services provided by the agency or institution of which they are a part;
2. Train staff to be knowledgeable about the specific role and responsibility of the positions they occupy and the agency in which they work.

B. Major responsibility shared by agency and university:

1. Train staff to be knowledgeable about the role of their agency or institution in the continuum of the administration of justice system. Specifically, the criminal law, law enforcement, the judiciary, correctional agencies and institutions, parole, probation, and other agencies which provide services for offenders (e.g., vocational rehabilitation and mental health);
2. Train staff to be knowledgeable about projected possibilities concerning the function, philosophy, and responsibility of their particular institution or agency and its relation to the total administration of justice;
3. Train staff to be knowledgeable about the understanding of offenders whom they serve and for whom they are responsible;
4. Train staff to be knowledgeable about the impact of interpersonal relationships;

5. Train staff to be knowledgeable about the ways to correctly utilize the services of community agencies on behalf of their clients;
6. Train staff to be knowledgeable about the role and responsibility of correctional personnel to participate in the education of the public in problems related to corrections and the administration of criminal justice.

Observations:

Suitable attention must be given to the practicality of implementing a program for all classes of personnel. Wide diversity of occupational roles, variety of settings, and diversity of agency responsibility represent factors which must be recognized in any generic staff development program.

Operational specifications for content of correctional staff development.

1. The content of correctional training should be targeted as follows:
 - A. All personnel should receive some training at a level appropriate to their responsibility and function related to the offender and the system.
 1. Dynamics of human behavior.
 2. Impact of environment on individuals.
 3. Sociocultural determinants of behavior.
 4. Communication skills (written and oral).
 5. Skills in interpersonal relationships (particularly dealing with hostility, aggression, and authority).

6. Case management.
7. Criminal law and procedures which relate to corrections.

- B. All supervisory and technical staff personnel and those who work primarily with offenders in the community setting.
 1. Community agencies which work with correctional clientele.
 2. Public relations and community information.
- C. All management personnel in all settings.
 1. Professional disciplines which work with offenders (e.g., education, psychiatry, psychology, social work, sociology, vocational rehabilitation).
 2. Correctional research (program evaluation and performance prediction).
 3. Correctional administration.

Observations:

1. Effort should be made to include law enforcement personnel as part of the training operation.
2. It was recognized that the materials might have to be differentially organized for different target groups; and that allied services, such as mental health and vocational rehabilitation should be included where feasible.

Special Staff Development Programs

Special staff development programs should be formulated with reference to the following considerations:

1. Orientation training to the agency, position, and administration of justice. This training would be directed to all levels of newly entering personnel and would be tailored to their function

and entry level. This orientation training would be the primary responsibility of the agency. Special assistance from universities, however, was seen as helpful.

2. Prepromotional training. Special courses specifically directed toward personnel being prepared for new responsibilities, including those moving into managerial positions as well as those undertaking special staff responsibilities. This is seen as a cooperative endeavor of both university and agency.
3. Refresher courses in the administration of justice (e.g., supreme court decisions, treatment innovations, administrative and organizational theories and practices) should be targeted to managerial as well as technical staff personnel. This would be the major responsibility of universities working with the agencies. Consideration should be given to planning as part of course offering.

Observations:

1. The validity of special programs should be assessed to measure whether they directly relate to agency needs.

2. Employee exchanges and transfers within agencies and between agencies are viewed as a means of cross-communication and have training merit in themselves.

3. Effective liaison should be established with the civil service commission so that examinations and specifications for positions will reflect the competencies required to perform the occupational roles involved.

4. The support of administration is crucial if training programs are to succeed, and rewards must be forthcoming to support attainment of new skills.
5. Academic attainments by staff should be encouraged and rewarded when it results in the potential for more effective performance.

Methods for Correctional Staff Development

- I. The following program packages are given high priority:

Dynamics of human behavior

Communication skills

Interpersonal relationships (particularly those dealing with hostility, aggression, and authority)

Community agencies which deal with offenders

These programs should be targeted to all appropriate correctional personnel. Extent of training, however, should relate to function and level of responsibility.

Constant dealing with correctional administration should be targeted to supervisory and administrative personnel.

- II. The following methods are recommended as valuable in communicating the program information and developing requisite skills:

1. Lecture

2. Tapes (audio-visual)

3. Films

4. Programmed instruction

5. Role playing

6. Incident process

7. Conferences

8. Seminars
9. Workshops
10. Correspondence study

Evaluation of training program effectiveness should include:

1. Pre and post training testing.
2. Examination by questionnaire
3. Participant self-evaluation
4. Performance evaluation by peers and supervisors

Observation:

Special consideration should be given to personnel exchange as a valuable training technique.

THE DYNAMICS AND MODIFICATION OF CRIMINAL BEHAVIOR

-- A CONCEPTUAL FRAMEWORK

Hugh B. Urban, Ph.D.

Excerpted from a speech

by

Hugh B. Urban, Ph.D.
delivered May 8, 1968, to

COUNTY PROBATION WORKSHOP

*** P.A.C.T. ***

Pennsylvania Adult Correctional Training
Institutes

*The Pennsylvania State University
College of Human Development
Center for Law Enforcement and Corrections*

5/17/68 LEC 81:WHP

THE DYNAMICS AND MODIFICATION OF CRIMINAL BEHAVIOR

-- A CONCEPTUAL FRAMEWORK

Hugh B. Urban, Ph.D.

I. The Dynamics of Criminal Behavior

1. It is not possible to talk about the criminal or the offender without first concerning oneself with the question of law, since the very definition of a criminal is social, referring to someone who has deviated from behavior prescribed by law.
2. It is necessary therefore to consider the problem of the offender and his rehabilitation in context, the context stemming originally from the concept of community.
3. Unlike plants and animals, man must invent for the care and provision of his needs. For this purpose, he fashions such things as houses, tools, social organizations, and the like. Communities are one of the very critical instrumentalities by which humans seek to effect their purposes and objectives. They stem from the recognition that certain human aims and goals can more readily be accomplished by collective, as opposed to individual, action. Communities are organizations of people who have associated with one another in the pursuit of a common set of shared objectives. It is a situation where people have learned to give up something in order to get something. They pay a price by electing to modify and control their behavior to accommodate themselves to the needs of others, in order to effect a gain -- to enjoy the benefits of the cooperative help of others in order to accomplish their goals.
4. The essence of communal living, therefore, is the regulation of behavior of its component members in order to ensure the occurrence of orderly, cooperative, and predictable behavior one with another. Regulation is another word for control. Control, as a word, has many unfortunate connotations in the thinking of many people, suggesting as it does repressive and restrictive regulation (suppression) and also regulation from an external source (police control, thought control, price controls, etc.). The word regulation is to be preferred, since it suggests so much more than this. When one regulates something, one monitors the performance of a person or thing (supervises, oversees); and the word also suggests the possibility of jacking-up and

enhancing certain events or factors, and not merely a dampening-down and an inhibitory process.

5. But, we return to the notion that for effective joint and collaborative living and working, there must be a regulating or controlling influence. These regulations evolve within the development of communities, and become progressively articulated into codes of laws. Now, laws are designed to carry many burdens -- sometimes they represent simple statements of value, as for example with the laws concerning suicide which are essentially unenforceable. Sometimes they represent characterizations as to what people may or may not do -- as for example in our licensing acts. Sometimes they represent enabling legislation, as when laws are written to permit a group to undertake an enterprise, or to award monies for a particular purpose. And sometimes they represent statements of penalties which are to be attached to the deviation or departure from the patterns of behavior specified to be legitimate and appropriate. The proscriptive aspects of law implicitly pre-suppose that it's possible to regulate behavior in such and such a way. It goes without saying that lawyers can sometimes be mistaken as to what can and cannot be done with respect to behavioral control.
6. Thus, the behavior of an offender, or a criminal represents a failure on the part of that person to regulate his behavior in accordance with community rules and expectations. Since communities are in principle man-made, it is also clear that the definitional identification of the criminal is man-made as well. The criminal's behavior is always relevant to the community context in which he is operating. In another world, in another historical period, in another social context, his behavior might be defined as acceptable and even to be applauded. But, by judgment of his fellows -- whoever they may be -- his peers in a democratic society, experts in a technocratic society, the established gentry in a plutocratic society -- certain behavioral patterns are defined to be offensive (hence they are offenses). When they occur, it means that they have failed to be restrained and withheld, and behaviors considered appropriate have not taken place in their stead.
7. From the standpoint of society in general, these failures represent behavioral deficiencies. The criminal, by definition, is deficient in his capacity to control or to regulate his behavior in accord with societal values. Now, this

is very important for anyone in our society to understand, but it is even more crucial for those who are concerned with law-enforcement (the monitoring of people's behavior) and for the corrections and probation-parole workers who are concerned with the rehabilitation of the person through the reinstatement of regulatory controls. It is important that the offender no longer be viewed as a dirty ruffian, an incorrigible, or a misbegotten wretch, who is to be scorned, punished, or ostracized. He is a person in whom there are various kinds of behavioral lacks or deficits (whether or not he is held to be legally or morally responsible for that state of affairs) and the problem is one of trying to identify the basis for those deficiencies, and to come up with remedies which will fill the gap.

8. When we talk about behavioral regulation, we are in effect talking about two sets of things. We have on the one hand the person, and the behavioral response patterns of which he is composed, and of which he is capable of emitting. And, we have on the other the situational context in which he can always be found to be operating. Both are important in understanding human behavior and the way it works. We are sometimes inclined to talk about human behavior as if it were entirely divorced from the environmental surround, but if we stop to think about it, this is neither accurate nor particularly helpful. We will, for example, describe someone as "an anxious person," implying that his anxiety, or fear, is entirely a product of himself and his behavior. We tend to forget that people become anxious about, or learn to fear, particular things or people, and it is this interrelationship between situational events on the one hand, and behavioral events on the other which characterize the way we humans behave.
9. Thus, one cannot breathe unless one has air, one cannot drink unless one has a potable fluid, one cannot fight unless one has an opponent, hammer without a tool, and so on and so forth. Behavior never occurs in a vacuum, and it is always partially determined by things external to the human. Now to return to the question of behavioral regulation, one can see that control over the likelihood of behavioral event taking place can be effected either by gaining control over the situational aspects of the interrelationship, or over the responses which are taking place in relation to the situation. Thus, one can control, or regulate, the occurrence of breathing by operating upon the situational input (the air) or upon inspiration-expiration patterns themselves (the

behavior). The one could be, and often is, characterized as a method of stimulus control, or more generally, external control -- the other is referred to as behavioral control, or more generally, self-control. To consider another example -- one can elect to control the probability that a child will strike his sister by external restraint, or one can seek to develop a behavioral capability within the youngster which will serve to forestall the likelihood that he will batter his sister into a state of insensibility.

10. By and large, most societies have articulated the principle that it is preferable for a social group and its component members for these regulatory mechanisms to become built-in and a part of the people themselves, rather than becoming codified and imposed from the outside. It is better for a society to work toward evolving patterns of self-control rather than police-control, voluntary adherence to a code of law rather than enforced submission to a code of law, being forced into a position of having to constantly monitor and govern their behavior through the use of other sets of people. All societies strive consistently in this direction and do so for a series of reasons. (Elaborate.)

Of course, in those instances where internal regulatory mechanisms have broken down or are inoperative for one reason or another, the society typically must introduce external controls. The raging catatonic, for example, is patently incapable of bringing his level of excitement under control -- hence the necessary intervention of camisoles, wet-packs and the like in the hospital setting. But, by and large, it is preferable, and more economical, if the society can operate in such a way as to keep these patterns of external control to an absolute minimum.

11. We are concerned, therefore, with the mechanisms of self-control or self-regulation, that instance where one set of behaviors are devised and operating so as to control other sets of behaviors within the same person. We spoke of the offender as a person in whom these regulating responses are not operating effectively -- representing a behavioral deficiency from the societal standpoint. There are two generic possibilities by which this deficiency can have taken place: Either:

- a. The necessary behavioral conditions (regulatory response mechanisms) have never been built into the behavioral system in the first place -- they aren't there to start with, and they have never had occasion to have been developed; or

- b. These same regulatory mechanisms were developed at one time, but for some reason or other have become either temporarily, or permanently, rendered inoperative.

It means, therefore, that if we are going to have any luck in intervening and doing anything about the problem of the offender, we are going to have to learn how this business of behavioral control and behavioral regulation works. It is only then that we will begin to have some notion of how to modify its operation, to make it more likely that it will function as we think it should.

12. What then are we talking about when we refer to these behaviors which serve to control other behaviors, these regulatory mechanisms which seem to be so crucial in governing and maintaining control over everything that each of us says, does and thinks -- i.e. the way we behave. We are still learning about all of these, and we have discovered that there are many. Many, many processes involved. We know, for example, that attention plays a large part in the control of our behavior -- ordinarily self-control requires that we be aware of and attending to what we are doing -- things that we do automatically, when we are unaware, are things over which we have little intentional control. We know that the capacity to think ahead, to engage in foresight and planning, is another critical component. How often has a person come to regret an impulsive action, recognizing later than if he had stopped to anticipate the consequences which were likely to follow, he would never have initiated that course of action. How often have people refrained from doing something, because of the guilt and intense remorse which they can anticipate would take place were they to go ahead and do it. We know that a commitment to a series of values, emotionally charged beliefs as to what is right and what is wrong, is another ingredient; the capacity to think clearly, logically, rationally; the capacity to exercise effective judgments in practical and social situations; or the knowledge of approved and effective courses of action to follow in particular situations, as opposed to forbidden and ineffective things to do.

All of these that I have listed fall into the general category of the higher mental processes -- what psychologists would refer to as knowledge of cognitions -- what the man in the street would refer to as effective thinking and awareness. These are not the only sets of events by which our behavior is regulated and controlled -- there are many other. But, in the opinion of many, these represent some very crucial, and in many situations, the determining sets of mechanisms which govern the behavior of the law-abiding citizens and the criminal alike.

13. Now, what kinds of things can go wrong with regulatory mechanisms such as these? It will be obvious, of course that all of these require the effective operation of neurological mechanisms upon which all of these behaviors depend. One cannot think without a brain, one cannot exercise foresight without a pair of frontal lobes in the cerebrum. Moreover, if there is anything which serves to impair the functioning of these neurological systems, it can be expected to correspondingly interfere with and render inefficient, if not ineffective, the mental processes to which we have been referring. Criminal behavior, then, can emerge within an individual whose capacity to control his behavior stems from defects in the neurological mechanisms by which such control is ordinarily effected.

Some of these are developmental. Genetic defects can result in retarded development, and the mental retardate is often an unwitting criminal or juvenile offender. Some of these are nutritional; we are just beginning to learn of the pervasive and permanently damaging effects upon brain development of deficient dietary inputs -- the ineffective, indeed criminal, behavior of many, many persons can now be traced to deficiencies in neurological development which in turn is the result of deficiencies in nutrition during the critical developmental years. We have known for some time of various neurological syndromes which frequently lead to criminal actions. A good illustration of this latter type of problem was the case of Jack Ruby, who slew President Kennedy's assassin, and in whom there was considerable presumptive evidence of the existence of psychomotor epileptic seizures which, if documented, could have rendered intelligible much of his behavioral difficulties. We are discovering new patterns of neurological difficulty with advances in diagnostic technique. One of these is the syndrome recently identified with the label Minimal Brain Damage. Here we have a pattern characterized by restlessness, hyper-irritability, difficulties in capacity to attend and concentrate, and general difficulties in controlling and regulating behavior. This seems to be a type of impairment which is diffusely distributed throughout the brain system, with an absence of any focal lesion which can be identified. There are many persons, adults as well as children, who have been labeled as irritable, nasty, uncooperative, and incompetent -- people who have been derogated and punished -- when it turns out that they are more than just "stinkers" or offensive, but are neurologically impaired instead.

The role that the neurological mechanisms play in the regulation of behavior cannot be overemphasized. Temporary impairment of these mechanisms, as well as permanent destruction of them, can and readily does produce behavior which runs the person afoul of the law. These mechanisms, for example, are often disrupted as a consequence of prolonged commitment to substances with toxic effects. We have long since passed the era where it is legitimate to treat a confirmed alcoholic as just another bum, and toss him in the "tank" to dry him out whenever we encounter him in the town's alleys and gin-mills. Advanced alcoholism resulted in neurological impairment, and this in turn results in behavioral impairment and an erosion of the regulatory mechanisms which he had acquired earlier in life. The same is true of various kinds of drug dependencies, and it is descriptive of the process which earlier was referred to as "moral deterioration" or "degeneration". Along this same line, we have yet to see the long-term effects of many of these chemicals which people seem to be pouring into their systems with such profusion these days -- marijuana, "Speed", LSD, and the like. These biochemical processes are subtle, their neuropathic effects are often delayed, and offensive behavior may not only be an episodic consequence of their use, but a permanent impairment as well.

Adventitious intrusions into these brain mechanisms can and do take place later in life. Head injuries with resultant brain lesions are unfortunately not infrequent, sometimes gross and easy to identify, sometimes subtle and such as to escape the attention of the offender and those who live around him. Arteriosclerosis, coming as it does in the later years of life, typically results in behavioral impairments, leading to legal prosecution unless the condition becomes identified. Sometimes these intrusions are doctor-produced: We had a patient at a hospital where I worked who had undergone a bilateral lobotomy. (Explain.) Subsequently, she picked up a hammer and smashed a glass panel in a door. When questioned about this, it was discovered that she had not seen the connection between swinging a hammer and the smashing of the glass. She could recognize after the fact the significance of the interaction (hammer and glass); but interestingly she could not tell in advance that that was going to be the outcome. The mechanisms of foresight, the capacity to anticipate the consequences of her behavior, had been cut by the surgeon's knife in his efforts to bring other aspects of her behavior under control.

14. We have learned that impairments of judgment and deficiencies in behavioral control can also stem from states of protracted, sustained and intense emotional turmoil. Scientists have yet to explore all of the intricacies of this type of factor, but we know enough to suspect that this mechanism is one of the factors involved in the operation of the schizophrenic syndrome. And, of course, some crimes are committed by schizophrenic patients, aren't they?

The behavior of the genuine kleptomaniac or the pyromaniac is of this order. So are the crimes of passion, of which there are all too many, judging by the frequency with which they are reported in the various news media. One thinks of husbands who slaughter their families, or assault and kill the lovers of their wives, or of a young man who sloshed gasoline on the floor of a restaurant, setting it afire and killing and maiming many persons -- all because of his rage following a dispute with a waitress.

People under intense emotional pressure lapse into patterns of action which are atypical for them, and which they would ordinarily never even consider. The person who gets to feeling desperate, futile, frustrated beyond endurance, unrelentingly aggravated by his family, badgered and ridiculed by his peers, is a person who becomes vulnerable to desperate moods, futile actions, and self-defeating and rash performances.

Let us not suppose that such happenings are purely psychological. We are familiar with the phenomenon of people, who, by birth, are more temperamental, high-strung, and emotionally volatile, and whose emotionality places a premium upon whatever behavioral controls they can develop. We are also learning more and more of what happens to the physiology of persons who are subjected to sustained stress, emotional and otherwise. There is evidence that protracted stress seems to erode the person's adaptational capability, biological as well as psychological, rendering him less and less able to cope with subsequent problems as they come down the pike.

15. Some behavioral deficiencies are part and parcel of a situation of behavioral inadequacy across the board. Picture, if you will, a person from the inner city, a member of the hard-core employed. He is likely to have been reared by semi-illiterate parents (if he is fortunate enough to have two) whose own lives provide little for him to emulate in learning how to make one's way effectively in a modern technological society. For a variety of reasons his social, moral, and recreational development has been delegated to his age-equals and other teachers

of dubious capacity, and his learning takes place primarily "in the street." He is of moderate intellectual capacity because he has been reared in meagre surroundings without cultural advantages and the cultural stimulation necessary for promoting intellectual development; because he has been subjected to a poor diet and the nutritional deficiencies in turn compromise the neurological development which can take place. His school experience is discouraging, he manages to learn to read at about the fifth grade level, and he winds up a school dropout to avoid the despair of repeated failure and the recurrent sense of inadequacy. He enters the job market with rotten teeth, shabby clothes, no job skills, and unable to make a good impression during a job interview or even to fill out the necessary personnel forms. He is unattractive as a job prospect, and he experiences recurrent rejection because he has no behavioral capabilities to recommend him. It requires no leap of intellect to see how he can turn to crime as a way of gaining the benefits of life which he cannot attain through his own accomplishments -- especially when there has been no systematic infusion of regulatory habits in his behavioral repertoire as he has been growing up.

16. Some offenses against society rules and regulations seem to stem from well-learned and established belief-systems -- ideas, values, attitudes -- which become developed with the passage of time, and whose acquisition is directly incompatible with the behavioral patterns specified by society as being appropriate.

Some youngsters are schooled by their parents and friends to remain at war with the community at large, to regard it as legitimate prey, and to derive their sustenance by taking advantage of the accomplishments of others. Still others, for example, the paranoid, develop deviant patterns of thought concerning themselves and their fellow man, which become progressively elaborated and often erupting in mid-life -- as in the Hield case in Lock Haven, the Mad Bomber of New York, or the college student who situated himself in a University tower in Texas a matter of a few years ago.

In these instances behavior is being regulated all right, but not in accord with the demands of reality, which in turn, we suppose, have some relationship to the rules of society.

17. And finally, let us note that these various factors do not need to occur singly, but can unfold in multiple and interactive fashion, representing a confluence of factors and thereby heightening the probability of uncontrolled behavior. A

juvenile, whose world is falling apart around him: he's flunking school, his parents are bickering their way to a divorce, the stress has resulted in a low-grand pre-ulcerous stomach, he's not making the grade with girls. Such a youth may well turn to some form of delinquent activity, or he may turn to drugs as part of the recent drop-out pattern of our youngsters in the face of anticipated failures.

13. One can see that a detailed analysis of the things that can go wrong in the person's capacity to develop and regulate his behavior constitutes an impressive list of many different kinds of conditions. Another way of saying this, is to make it patently clear that people who commit crimes do not represent an homogenous group -- they are not the same, one with another. The only thing that they have in common is the fact that they have run afoul of the law. And of course, an arresting officer, when he encounters a crime in process, does not know all of this. It is only later, when one has an opportunity to conduct a retrospective analysis of the problem, that it may come to light.

II. Dealing with Individual Treatment Needs

1. Since a wide variety of antecedent conditions can terminate in the violation of social rules and customs, it becomes obvious that no one treatment approach is going to serve. Given the occurrence of a violation of the law, one cannot proceed to correct the problem unless one succeeds in identifying precisely what it is that went wrong in the first place.

If for example, it can be established that defects in behavioral control are related to a condition of idiopathic epilepsy, then the point of intervention must necessarily become focussed upon the control of the cerebral dysrhythmia which culminates in seizure states. Unless this is recognized and properly diagnosed, unless prosecuting officers, magistrates and others in the area of the Administration of Justice give due credence to this type of problem, then neurologically impaired persons are going to continue to be punished without positive effect, and such conditions as they have are free to continue unchecked.

If, to cite another case, the crime is taking place in a behaviorally impoverished person -- someone who is semi-illiterate, undernourished, occupationally limited -- there will be no substitute in principle to the undertaking of a comprehensive program in human renewal.

2. What is required, then, is something analogous to the operations performed by an effective automobile mechanic who is faced with a car which is malfunctioning in some respect or has ceased to operate. He must examine the car in detail, identify the locus of the malfunction -- whether it falls within the operation of the ignition system, the fuel system, the braking system, etc. -- and if he succeeds in identifying the source of the difficulty, he can operate on the problem in order to correct the difficulty. Moreover, he will do different things using different kinds of tools depending upon where in the automobile system as a whole he has located the problem.
3. By the same token, in considering the domain of treatment, interventions into the developmental course of individual lives in which a pattern of criminal behavior has developed, there is, in principle, no substitute for accomplishing an initial "diagnosis" and a differential analysis of the nature of the difficulty; and then selecting a different kind of treatment procedure appropriate for the different types of problems encountered. The task becomes one of identifying the nature of the problem (what it is that has resulted in a deficiency in the operation of these essential regulatory patterns of behavior), and applying a treatment tactic (a mode of intervention) which can have some prospect of effecting a change in the problem. Each case is different. The analysis will yield a conclusion particular to the person under scrutiny. It will also lead to an individual prescription for treatment which will vary from case to case. It is important to make this explicit, because it flies in the face of the classic American proposition that everybody should be treated the same. It juxtaposes an individually-oriented as opposed to a group-oriented manner of operation; or to put it another way, it juxtaposes the medical model as opposed to the legal one.
4. The selection of individual patterns of treatment specific to the nature of the presenting difficulty implies that one has a range of alternative treatment procedures to which one can turn. Is that the case?

A moment's reflection will indicate that there exist a tremendous variety of different things that one can do, and indeed that people currently do, to intervene and make a change in the way a person behaves. As technical expertise continually develops and expands, we have acquired a tremendous array of tactics for behavioral modification. We can undertake to intervene with drugs, with the surgeon's knife, with counseling and psychotherapy, with custodial supervision,

with educative methods of all kinds, -- sometimes we can engineer a thorough change in the person's circumstance, and move him to another locale where he will have an entirely new set of situations under which to operate. It is not so much a problem that we are handicapped in the variety of things that can be done. We have innumerable methods which we can employ. Rather, it is more difficult to analyze the offender's personal situation, decide what is going amiss, and select a treatment tactic which is relevant to the problem and which has some likelihood of making a difference. We must not only be concerned with the nature of the problem and the method of intervention, but with the task of effecting a successful match between the two.

5. It is useful, in this context, to think about problem-treatment correspondence in terms of a particular conceptual framework. It is a framework which permits one to recognize that there are a variety of points at which intervention can take place, depending upon a the point at which the person's behavior is conceived to be going awry.

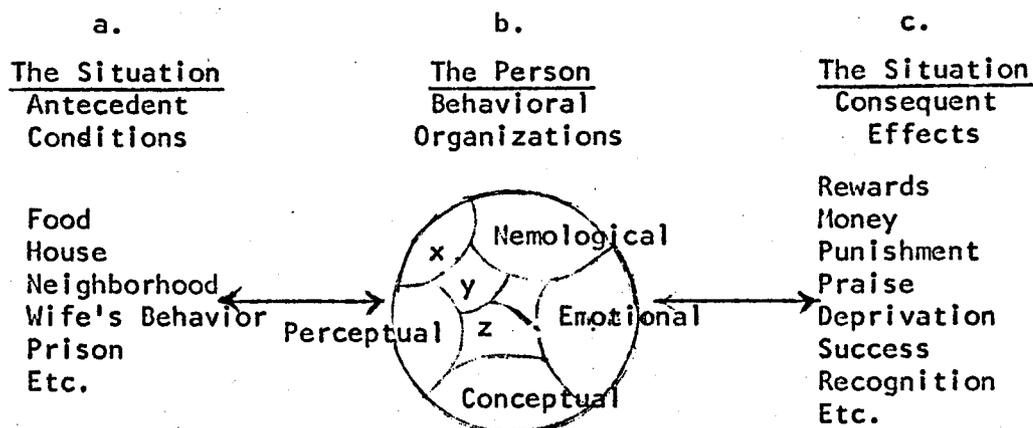


Fig. 1 Simple model of the person in context, showing the contingency relationship between his behavior and the situation (antecedent and consequent), and illustrating three major junctures at which intervention can take place.

6. One can think of the person on the one hand (Fig. 1b above) as being composed of a variety of organizations or systems of behavior. Analysis of an individual offender and his difficulties may well establish that the basis for his offensive behavior may reside within his behavioral patterns themselves, and suggest that one way of intervening to effect a change is to try to modify the operation of these same behavioral mechanisms. If one can establish, for example, that something has gone amiss within the neurological mechanisms upon

which effective behavior depends, then one can elect to intervene to change that state of affairs. Surgery, radioactive treatments, or chemical intervention may be the treatment of choice. Similarly, if one can establish that the person's behavior is a direct consequence of unduly high and protracted states of emotionality, one can seek to moderate this problem by the introduction of ataractic medications, or tranquilizers of various kinds.

If one finds that something has gone wrong in the way he construes events, the way he thinks about himself, the way he evaluates himself in relationship to other people, one can try to intervene and find ways to modify the way he thinks, and hopefully to change the behavior which follows. In this respect one can intervene with the range of counseling and psychotherapeutic procedures. These operate on the assumption that one of the ways to change the way a person thinks is to get him to produce those thoughts -- to say them out loud. Once they become elicited, they become subject to modification. Thus, the usual avenue by which one seeks to change the way a person thinks is to sit down with him and talk with him about his thoughts. Corrections workers, in their constant verbal interactions with the offender, are often in the business of conceptual modification, just as is the psychotherapist, even though they may not be doing it by appointment and within the confines of a professional office.

7. Another juncture at which intervention can take place resides in the domain of consequences to which the person's behavior characteristically leads. One can affect the likelihood with which behavior will occur by operating on the consequence effects (Fig. 1c). All of us know, of course, that our behavior is extensively influenced by our anticipations of the consequences of our actions -- if we anticipate positive, rewarding, successful and satisfying outcomes of our efforts and labors we are much more apt to perform those behaviors which lead to the consequents which we seek. By the same token, we tend to abandon those behavioral patterns which persistently lead to failure, punishment, rejection by our fellows, and the like. Since our behavior tends to be controlled by these outcomes, we can in turn effect control over another person's behavior by operating on these consequents. By manipulating the system of rewards and punishments, we can often succeed in teaching the person that some behaviors are far more preferable to others, that certain actions are in principle self-defeating and non-productive, whereas others are more productive of the outcomes which the person seeks. Glaser has demonstrated in California that arrangements

of rewards and punishments in an institution can effect remarkable changes in juvenile female offenders as long as they are conducted systematically, consistently, and on an institution-wide basis. Earlier efforts to retrain juvenile offenders along this line have often failed perhaps through failure to ensure that the methods were regularly and systematically employed.

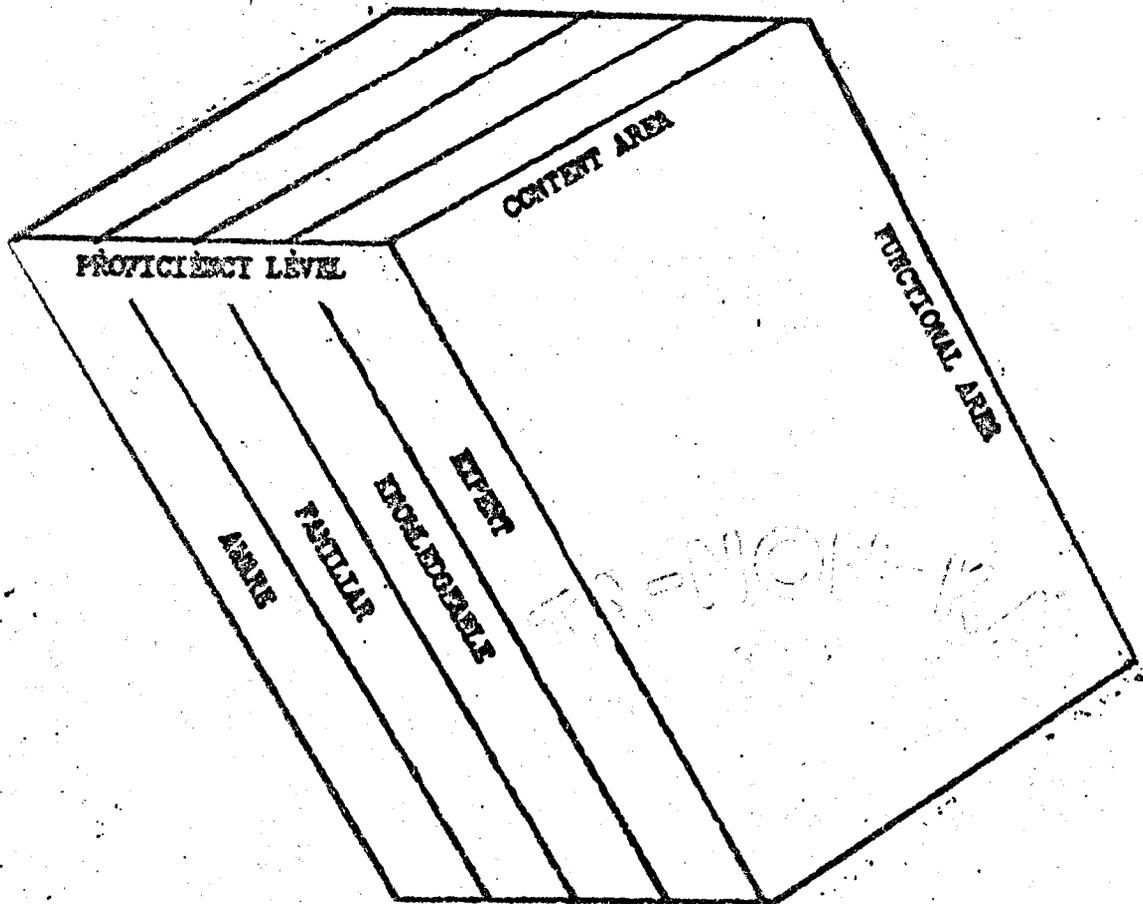
8. Still another avenue of access is represented by the conditions under which people are called upon to behave, what we have referred to as the antecedent conditions of behavior (Fig. 1a). Again, we all know that much of our behavior is influenced by the conditions under which we are operating. The likelihood, for example, of our becoming hostile and angry toward someone depends very much upon who that someone is, and what he has said and done. We are much more likely to restrain our hostility if we are standing before the bar in a court of law, than we might be toward someone else. Whether or not we are likely to do things (specifically to commit offenses against the property or person of our fellow man) depends very much upon where we live, our neighborhood, the sorts of people with whom we associate, the kinds of things people around us are doing, and the like. One way to quickly change the way a person behaves is to change the situation under which he is operating. A clear illustration of this comes from the field of psychosomatic medicine: The best single treatment for asthmatic attacks in children is to pick the child up, and move him to another part of town and place him within a different family context. One needn't trouble to move him to a hot dry climate, such as Arizona; one needn't devote extensive effort to change his relationship with his family by employing play therapy for the child, or parental or family counseling for the other family members. The quickest, simplest, and most effective method is to move the child, and thus change the interrelationship between his behavior and the conditions under which he is called upon to behave. Similarly, although a peptic ulcer results from a confluence of factors (predisposition to hypersecretion, faulty habits of eating, protracted stress and tension) and a variety of interventions are possible (use of antacids, control of diet, use of tranquilizers, etc.) it still remains that the most efficacious approach is to induce the patient to change his job. It is often difficult to persuade him to do so, but if one succeeds, and thereby ensures that he works at different tasks, in a different place, and in relationship to entirely different people, the results will be far more extensive and beneficial than trying to modify the problem on a piece-meal basis.

The reverse effect is equally well-known. It has become painfully apparent that little in the way of lasting change can be anticipated if the person who has been hospitalized for the treatment of a psychotic condition, institutionalized for heroin addiction, or placed in a juvenile correction home, is thereupon discharged to return to the circumstances out of which the problem developed in the first place. Exposed to the drug pusher, the street gang, the faculty familial relationships which led to the earlier development of the problem, the probability of "relapse" (ie. reinstatement of the former unwanted behavior pattern) is discouragingly high. More attention, it has been discovered, is required either to redirect him into a different setting entirely, or to help him to effect a change in the way he interacts with the setting once he has returned.

10. There is thus no treatment panacea - a single treatment procedure that can be expected to succeed in every instance, regardless of the type of problem and independent of the characteristics of the person in whom the problem is taking place. By the same token, there is little profit in going through correctional procedures in a hit-or-miss fashion, abandoning one because it has apparently failed to produce an effect, and picking up another because it has not as yet been tried and reports have been circulated that in some situations it has appeared to help. There is, in principle, no substitute for a thorough, and precise analysis of the nature of the presenting problem, and a selection of a treatment procedure directly relevant to that problem.
11. I am well aware of the burdens that this places upon communities. Pursuit of this strategy calls for a community capability which will permit satisfactory analytic work to be done: a) a physical setting in which behavior specialists of many sorts can apply their best techniques for identifying the components of the difficulty -- genetic, nutritional, neurological, physiological, psychological, sociological -- whatever they may be; and b) a treatment capability which provides the full range of treatment tactics which have developed in the fields of medicine, social work, corrections, education, and the like; and c) a system by which these talents and capabilities can be coordinated and focussed into a treatment program for the individual person in his particular life-situation. Juvenile detention centers exist, for example, in which some of this is attempted. However, the facilities are flooded and overwhelmed, staffing is insufficient, the case-load is allowed to become so excessive that

workers either resign themselves to what they know to be inadequate behavioral appraisals or go further and resign from the jobs altogether. Treatment capabilities reside in some of our large community centers (albeit conspicuously absent in most others) but it is difficult to ensure that offenders have access to the kinds of treatment which are to be preferred. Further, mechanisms by which various treatment efforts focussed upon the same individual can be coordinated and supervised, so as to ensure that the preferred treatment programs are followed in sensible relationship to one another, are often missing. Too often a remedial course of action is laid out in a report which, if followed, might have some chance of success, but which never becomes implemented and remains a collection of words on paper filed away in folder amongst a labyrinth of others. There is no assurance of a follow-through. The approach to adult offenders is even more scanty than is true of our efforts with the juvenile.

12. The efforts of personnel in the area of the Administration of Justice coincide with those of social service personnel in general. Parole and probation officers, and corrections workers are concerned with the prevention and rehabilitation of behavioral problems in the development of individuals, and their focus of concern coincides with those of physicians, clinical psychologists, social workers, clergymen, and lawyers, to mention but a few. The antecedents out of which criminal behavior arise are comparable to those which are responsible for the development of other unwanted forms of behavior as well. All professions have a common concern in the elaboration and development of various methods of intervention by which criminal behavior can either be forestalled in the first place, or rendered unlikely to reoccur. A community resource center is an arrangement which could conceivably serve to coalesce both the diagnostic and the treatment capability of a community and provide for the focus of the very best professional talent and skill upon persons and their behavior which represent a problem to themselves and to their families and communities. Until such time as there arises a concerted effort by social service professional workers to develop a community based, interdisciplinary, and integrated approach to the analysis and solution of behavior problems, or efforts to intervene and materially change the incidence of criminal behavior are likely to be fragmentary, haphazard, and inefficient, and we will continue to be faced with the same discouraging results.



P.A.C.T. VIII
CONSULTIVE TASK _____

Typology
Cell

Variables: Content Area

Functional Area

Instructions: What kinds of things should police officers, correctional officers, probation, and parole officers know about _____

_____ in order to carry out their
_____ in
dealing with offenders or suspected offenders? Why should they know these things?



Content Areas	Functional Areas							
Dynamics of Human Behavior	Care and Custody	1 - 1						
Impact of Environment on Individuals	Cooperation with other Adm. of Justice Agencies	2 - 1	1 - 2	2 - 2	3 - 2	4 - 2	5 - 2	6 - 2
Sociocultural Determinants of Behavior	Diagnosis and Classification	3 - 1	2 - 3	3 - 3	4 - 3	5 - 3	6 - 3	7 - 3
Communication Skills	Generating Knowledge about Crime Causation and Control	4 - 1	2 - 4	3 - 4	4 - 4	5 - 4	6 - 4	7 - 4
Skills in Interpersonal Relations	Management Practices	5 - 1	2 - 5	3 - 5	4 - 5	5 - 5	6 - 5	7 - 5
Case Management	Public Education and Training	6 - 1	2 - 6	3 - 6	4 - 6	5 - 6	6 - 6	7 - 6
Criminal Law Procedures	Training and Treatment - Rehab. of Offenders	7 - 1	2 - 7	3 - 7	4 - 7	5 - 7	6 - 7	7 - 7
	Use of Community Resources		2 - 8	3 - 8	4 - 8	5 - 8	6 - 8	7 - 8

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Content Areas	Functional Areas									
Dynamics of Human Behavior	Care and Custody									
Impact of Environment on Individuals	Cooperation with Adm. of Justice Agencies									
Sociological Determinants of Behavior	Diagnosis and Prognosis									
Cognitive Skills	Treatment and Control									
Skills in Interpersonal Relations	Prevention									
Case Management	Rehabilitation and Training									
Criminal Law Procedures	Treatment and Rehabilitation - Rehab. of Offenders									
	Use of Community Resources									

DYNAMICS OF HUMAN BEHAVIOR

CARE AND CUSTODY

WHAT KINDS OF THINGS SHOULD POLICE OFFICERS, CORRECTIONAL OFFICERS, PROBATION, AND PAROLE OFFICERS KNOW ABOUT THE DYNAMICS OF HUMAN BEHAVIOR IN ORDER TO CARRY OUT THEIR CARE AND CUSTODY FUNCTIONS IN DEALING WITH OFFENDERS OR SUSPECTED OFFENDERS?

WHY SHOULD THEY KNOW THESE THINGS?

GROUP B

The attached outlines list the instructional content that should be provided line-level personnel in the administration of justice.

Viewed as a core course, emphasis should be placed on providing line-personnel with a basis of understanding by which to recognize symptoms of problems or disorders to the end that they will be better prepared to pursue appropriate responses in the care and custody of clientele.

Instruction of these materials presumes a high level of teaching competence and method of presentation geared to the needs of trainees.

Depending upon the function and responsibility-levels of trainees, it will be necessary to modify content commensurate with the desired levels of sophistication.

Functional Area: Care and Custody
Content Area: Dynamics of Human Behavior

- A. All behavior is purposive
 - 1. There is a reason for all behavior
 - 2. Behavior meets a need
- B. Normal - Socially acceptable behavior
 - 1. Needs (physical and psychological)
 - 2. Defense Mechanisms
 - 3. Maturity (social, emotional, and physical)
 - 4. Frustration and conflict
 - a. Socially acceptable and socially unacceptable
 - b. Psychologically effective and psychologically ineffective
 - 5. Perception
 - a. Physical
 - b. Cognitive
- C. Abnormal - socially unacceptable behavior
 - 1. Character disorders
 - a. Personality traits
 - b. Personality patterns
 - c. Sociopath.
 - d. Dysocial reaction
 - e. Sex deviate
 - f. Addiction (drug, alcohol)
 - 2. Neurotic
 - 3. Psychotic
 - 4. Organic
 - a. Brain damage
 - b. Retardate
 - c. Epilectic

Package 2 - 1

Functional Area: Care and Custody

Content Area: Environmental Influences (as they contribute to 1 - 1)

A. Family relationships

1. Parents
2. Siblings
3. Spouse

B. Social institutions

1. School
2. Church
3. Peer groups
4. Police, courts, etc.

C. Positive and negative influences on adjustment

1. Changes of behavioral options
2. Meaning of behavior

Package 3 - 1

Functional Area: Care and Custody
Content Area: Sociocultural Determinants

- A. The Meaning of culture
 - 1. Folkways
 - 2. Mores
 - 3. Law
- B. Socio-economic class attitudes and values
 - 1. School (i.e., length of stay)
 - 2. Attitudes toward police
 - 3. Type of symbolic rewards
- C. Perspective of the dominant culture
- D. Subcultural groups and differences
 - 1. Historical base
 - 2. Movements (subcultural)
 - 3. Prejudices (cultural)
 - 4. Age groups
 - 5. Ethnic
 - 6. Rural - urban
 - 7. Economic
 - 8. Regional
 - 9. Religious
 - 10. Criminal (professional criminal)

GOALS-NEEDS FOR STAFF DEVELOPMENT TRAINING

Group-Task I

The purpose of this session of the workshop is to develop the operational specifications on Goals and Needs for Staff Development Training as delineated in the P.A.C.T. I Policy Guidelines.

In your work-group discussion, please deal with the following questions, incorporating your answers to them in your group's written report:

1. It is believed that the following agency functions are directly related to the attainment of correctional goals. Select the five most important functions which you feel may be most substantially improved through staff development training.

- A. Management practices
- B. Diagnosis and classification
- C. Care and custody of offenders
- D. Training and treatment (rehabilitation of offenders)
- E. Fulfilling legal requirements of corrections
- F. Public education and information
- G. Generating knowledge about crime causation and control
- H. Cooperation with other administration of justice agencies
- I. Use of community resources
- J. Other (specify) _____

2. Identify five (5) kinds of personnel for whom you would recommend staff development training (e.g., parole-probation officers, classification counselors, treatment supervisors, custodial officers, custodial supervisors, etc.).

- A. _____
- B. _____
- C. _____
- D. _____
- E. _____

(Task I - Continued)

3. The P.A.C.T. I Policy Guidelines identify eight (8) Objectives for Correctional Staff Development (Goals for Correctional Training, page 1). Please indicate for each objective whether: 1) the Agency, 2) the University, or 3) the Agency and University sharing responsibility should have the major obligation for implementation.

<u>Objective</u>	<u>Major Responsibility</u>	<u>Code</u>
A	_____	1 = Agency
B	_____	2 = University
C	_____	3 = Agency & University
D	_____	
E	_____	
F	_____	
G	_____	
H	_____	

4. General comments regarding the sections of Goals and Needs for Staff Development Training as delineated by the Executives' Workshop in their report, Policy Guidelines for a Statewide Staff Development Program.

CONTENT OF STAFF DEVELOPMENT TRAINING

Group Task II-A

P.A.C.T. I Policy Guidelines specified the following as some of the content areas for staff development training. Please identify the kinds of personnel who would profit most from training in these content areas (e.g., parole-probation officers, classification counselors, treatment supervisors, custodial officers, etc.). List kinds of personnel for each item!

<u>Content Area</u>	<u>Personnel</u>
1. The dynamics of human behavior	
2. The impact of environment on individuals	
3. Community agencies which work with correctional clientele	
4. Criminal law and procedures which relate to corrections	
5. Socio-cultural determinents of behavior	
6. Communications skills (written and verbal)	
7. Skills in interpersonal relationships (particularly those dealing with hostility, aggression, and authority)	
8. Public relations and community information	
9. Professional disciplines which work with offenders (psychiatry, psychology, sociology, social work, medicine, etc.)	
10. Case management	
11. Correctional research (program evaluation and performance prediction)	
12. Correctional administration	
13. Other (specify)	

*** P.A.C.T. ***

CONTENT OF STAFF DEVELOPMENT TRAINING

Group Task II-B

Special staff development programs may be devised which specifically relate to (1) the stage of individual's career development, (2) their levels of responsibility, (3) the size, development, and organizational structures of agencies, and (4) the relationship of agencies to other organizations. For example, a person becoming an agency head must deal with fiscal, legislative, and other matters for which he has had little prior preparation. Or, a probation officer newly promoted to supervisor must begin dealing with administrative and personnel matters for which he has had little prior training. Or, as a result of the development of new treatment techniques, staff must become conversant with them and capable of evaluating their effectiveness.

1. Please identify staff development programs for particular kinds of personnel which would respond to such special situations that arise from an expanding and rapidly changing correctional field.

2. General comments regarding the section on Content of Staff Development Training as delineated by the Executives' Workshop in their report, Policy Guidelines for a Statewide Staff Development Program.

*** P.A.C.T. ***

METHODS FOR CORRECTIONAL TRAINING

Group Task III

1. Content areas (knowledge, skills, and attitudes) for specified personnel were developed in the last two group-task sessions. Select those three programs (e.g., case management for probation-parole officers, correctional research for agency heads, etc.) which you feel should be given top priority.
2. Develop combinations of methods for each of these three priority programs which you believe will most effectively transmit the subject matter to the target group indicated.
3. Your group has just developed three (3) program-method packages. Select the one (1) which you believe is most effective. For this most effective program-method package, develop four (4) criteria by which it may be objectively evaluated.
4. General comments regarding the section on Methods for Correctional Training as delineated by the Executives' Workshop in their report, Policy Guidelines For a Statewide Staff Development Program.