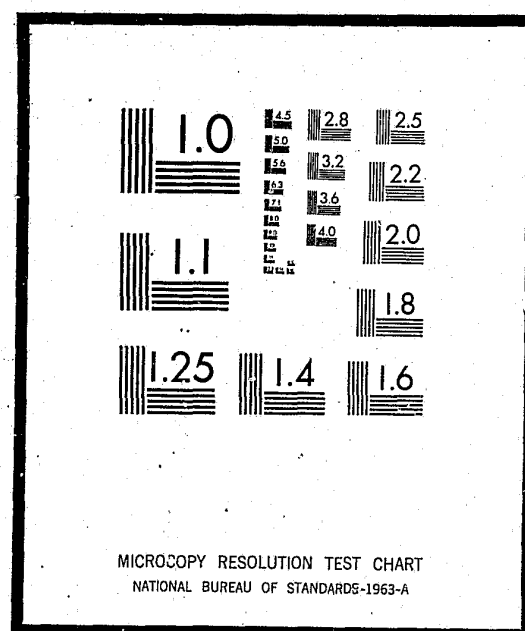


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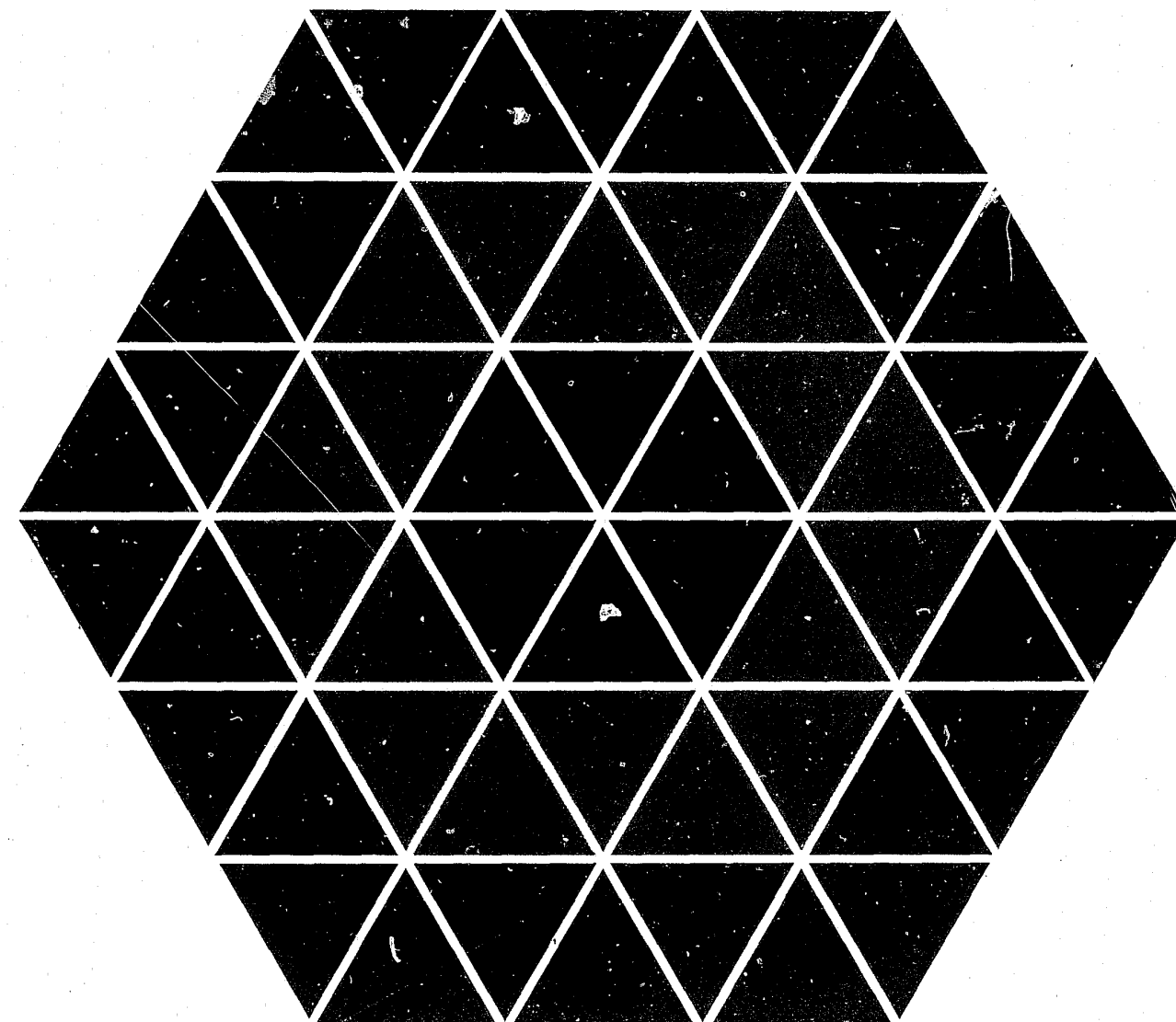
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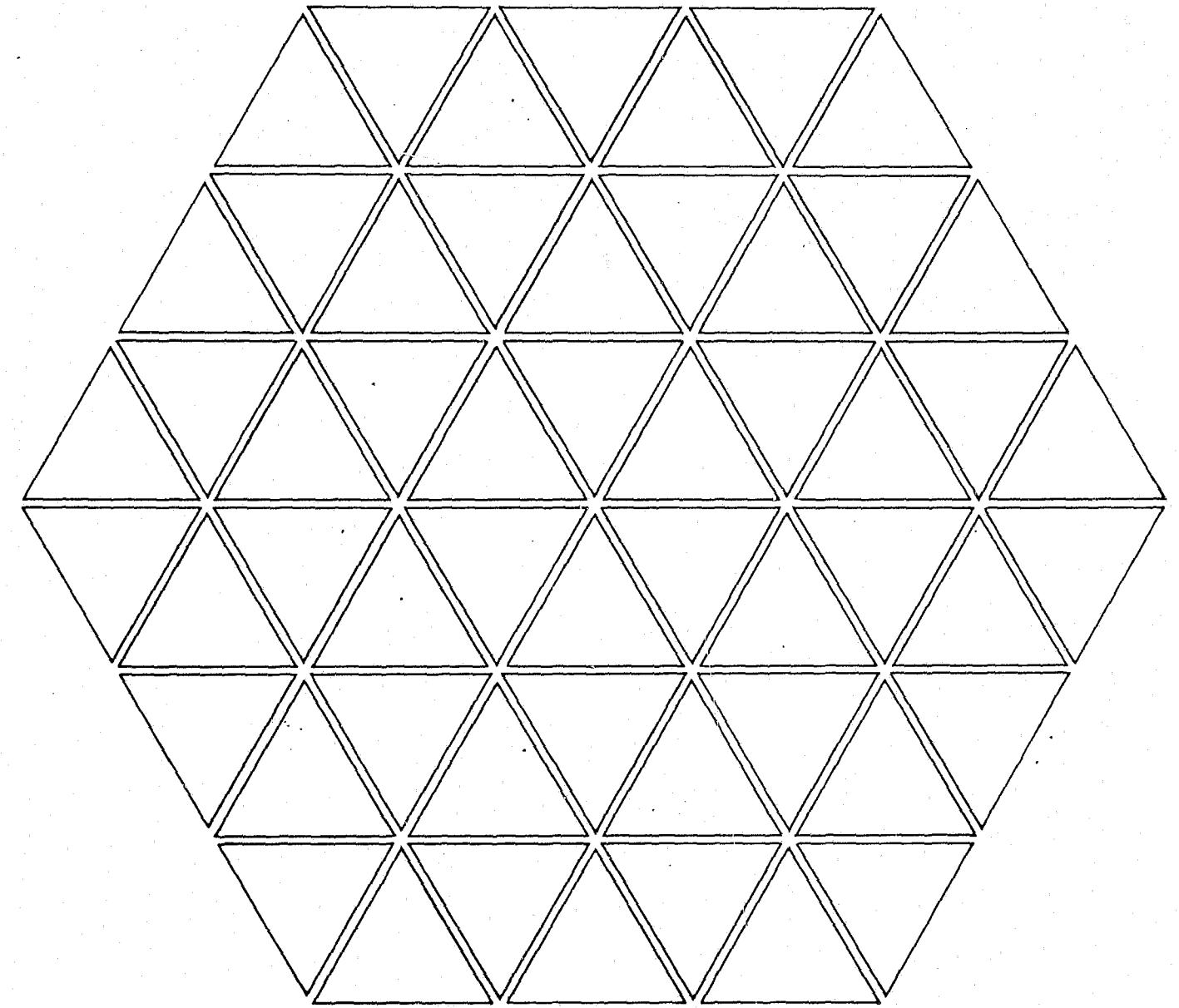
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Symposium  
Proceedings:  
Community-Based  
Corrections

Southeastern Regional  
Management  
Training Council,  
The University of Georgia



**Southeastern Correctional  
Management Training Council  
Charles H. Bishop, Jr./Director**

SYMPOSIUM PROCEEDINGS:  
COMMUNITY-BASED CORRECTIONS

Edited by  
CHARLES H. BISHOP, JR.

CORRECTIONS DIVISION  
INSTITUTE OF GOVERNMENT  
UNIVERSITY OF GEORGIA  
ATHENS, GEORGIA  
FEBRUARY 1972

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## INTRODUCTION

The future programing in corrections will undoubtedly be directed toward the community. We see this throughout the Southeast, as reflected in the course taken by the states of South Carolina, Florida, and Georgia. The basic assumptions that community rehabilitation is preferable to institutional treatment and that differential (individualized) treatment is more appropriate than our traditional approaches are germane to this movement.

The subject of community-based corrections was examined in a conference co-sponsored by the South Carolina Department of Corrections and the Southeastern Correctional Management Training Council in Charleston, South Carolina, July 21-23, 1971.

While all of the topics presented were of valuable assistance in the understanding and conceptualization of community-based corrections, it was necessary to select those presentations that seemed to best reflect the intent of the workshop. (See Appendix for complete program.) The presentation by Dr. Edith Flynn and Mr. Fred Moyer, of the University of Illinois, concerning itself with guidelines for the process of planning and implementing correctional programs could not be replicated. To obtain this material it is suggested that direct correspondence with Dr. Flynn be made.

The planning for the conference was performed by Dr. Hugh Clements of the South Carolina Department of Corrections and Mr. Sam Mitchell

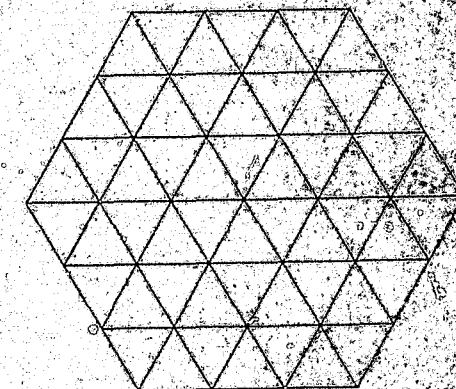
of the Corrections Division of the Institute of Government, University of Georgia. Their time and personal contributions should be noted.

The community pre-release program branch and the public relations branch of the Department spent many hours in the development of the program. Director Bill Leeke gave a great deal of personal attention and direction to the program; other members of his staff whose dedication and thoughtfulness should be recognized are: William Campbell, Olin Turner, G. L. Stubbs, Tom Wham, Ray Kimbrel, Lee Thomas and Jan Hicks.

From the Institute staff, the assistance of Sharon George and Betty Lewis in typing the manuscript should be acknowledged. Mr. Ed Sailors provided technical assistance with the material which was invaluable.

Charles H. Bishop, Jr.  
Corrections Associate

Opening Remarks



## OPENING REMARKS

William D. Leeke, Director  
South Carolina Department of Corrections  
Columbia, South Carolina

Ladies and gentlemen, welcome to South Carolina and to the city of Charleston. Charleston is the oldest city in South Carolina. Fort Sumter, where the first shot of the Civil War was fired, is here. Charleston is a major seaport, the site of many historic homes, and several major military bases, including a base for Polaris submarines, are here. I hope that you will find time while you are here to visit in the city.

The South Carolina Department of Corrections is pleased to have been selected to co-sponsor and host this Regional Training Conference on Community-Based Corrections. Charleston was selected as the site for this conference because the Coastal Community Pre-Release Center is located here. Coastal is the fourth and most recently opened community center in the state. This center was opened December 9, 1970. It is an excellent example of the cooperation which is essential if community-based corrections programs are to be effective. The Coastal Community Pre-Release Center is located on Leeds Avenue in Charleston Heights. The land on which to build the center was provided by Charleston County at a cost of \$1 per year to the South Carolina Department of Corrections. The Department financed the first phase of construction with \$48,000 in state funds. Funds to finish the construction, staff, equip and operate the center

for the first year were provided through an LEAA discretionary grant - \$114,433.

Coastal Community Pre-Release Center has a capacity of 55 work release participants and seven inmate staff members. Federal, state, and county inmates are participants in this work release program.

After 20 years in corrections, I am convinced that our only real hope for success with the majority of offenders lies with community-based programs. The offender committed the crime in the community, and he will return to the community upon release. The ultimate test of our success or failure will be the adjustment of the ex-offender in the community; consequently, our primary efforts in corrections must be at the community level. It is difficult, if not impossible, to prepare an offender for productive citizenship in the community in a large, remote correctional institution which is isolated from the community.

South Carolina opened its first community center in Columbia in 1968. We now have four operational centers: Columbia, Greenville, Spartanburg, and Charleston. Two other centers - one in Rock Hill and a second in Greenville - will open this summer.

While it will always be necessary to maintain maximum security facilities for the relatively small number of offenders who are a serious threat to the community, the major thrust of corrections must be toward effective community-based programs which will facilitate the individual's transition from offender to productive, law-abiding taxpayer.

A detailed report on community-based programs operated by the South Carolina Department of Corrections has been given to each of you as part of your registration materials. Several members of our staff will discuss our programs during the afternoon session today.

At this time I would like to recognize several persons who are actively involved in supporting our community-based programs. A great deal of credit is due these individuals and the organizations they represent for the success of our community pre-release programs here in South Carolina.

PAUL BENDT - State President, Alston Wilkes Society. The Alston Wilkes Society is a South Carolina prisoner aide organization, and I am told that it is the largest membership supported prisoner aide organization in the world. The Alston Wilkes Society provides a tremendous service to incarcerated persons and their families. The Society also operates two halfway houses for released offenders.

EDDIE TEAGUE - Athletic Director, Citadel; Chairman of the Citizens' Advisory and Action Council for the Coastal Community Pre-Release Center. Each of our community centers has an active citizens' advisory council which renders an invaluable service to the center in all phases of operation. Our centers are genuinely community-based because, without community support and involvement, we could not succeed. The centers are administered by the South Carolina Department of Corrections, but they are community centers.

J. CURTIS MOORE - Director, South Carolina Probation, Parole and Pardon Board could not be here today because of illness; however, he asked me to tell you that he strongly supports our community pre-release programs. Mr. Moore asked two members of his staff to represent him during this conference:

Mr. Carroll Brown

Mr. John T. O'Brian

WILLIAM M. CAMPBELL - Assistant Director for Community Pre-Release Programs, South Carolina Department of Corrections. Mr. Campbell has been with the South Carolina Department of Corrections for several years and has been primarily responsible for the development of our community-based programs.

There are a few other people that I would like to recognize at this time after which Mr. Bishop will make some comments and introduce the faculty and other guests.

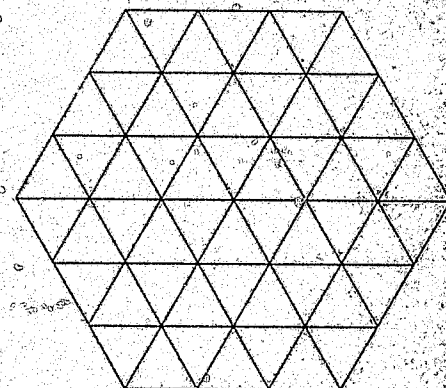
GRADY DECELL - Director, South Carolina Department of Juvenile Corrections.

CARL R. REASONOVER - Executive Director, Law Enforcement Assistance Program, Governor's Office of Planning and Grants. Mr. Reasonover and his staff have been most helpful to the South Carolina Department of Corrections and other Criminal Justice Agencies in obtaining funds under the Omnibus Crime Control and Safe Streets Act.

CHARLES H. BISHOP, JR. - is Director, Southeastern Correctional Training Center, Institute of Government, University of Georgia, Athens, Georgia. The Institute of Government is co-sponsoring this training conference.



**Community Involvement in  
Correctional Institutions**



## COMMUNITY INVOLVEMENT IN CORRECTIONAL INSTITUTIONS

Ted Moore, Assistant Director  
Alston Wilkes, Society  
Columbia, South Carolina

Our penal systems can do all of the rehabilitating, treating, educating, correcting and training that prisoners can absorb, but if, upon their release, ex-offenders are unable to become completely assimilated into free society, then all resources expended will have been wasted. Voluntary correctional service agencies work to prevent this waste.

There are twenty-five voluntary correctional service agencies in the United States; the oldest is 194 years old. They were originally formed to bring about penal reform and actually predate state prison systems. Their combined services to penal systems, prison inmates and ex-offenders cover a broad spectrum. The voluntary agency, representing unofficial community interest rather than official authority, helps to: (1) facilitate the ex-offender's return to free society, (2) flesh out the rehabilitation of the offender, and (3) protect society through prevention of crime.

Some of the services offered are: planning and consultive services, including new construction site selection, to penal systems; drug treatment programs for ex-offenders; job placement; providing the forgotten prisoner with a volunteer visitor, who frequently contributes to the inmate's stability; rallying and unifying public support for improved correctional institutions and programs through legislation and otherwise; providing family assistance

of an infinite variety, often complementing and supplementing the work of correctional social workers; securing adequate housing for released or paroled ex-offenders; providing halfway house programs; providing comprehensive recreational and religious programs, particularly to community treatment and pre-release centers. The list goes on and on, but if one had to choose the single most important service, it would have to be the program which provides volunteers to work on a one-to-one basis with ex-offenders, especially during the critical period of re-entry into society. It is through this program that all of the efforts made by the correctional staff to return a better product to the community are manifested by causing the ex-offender to be assimilated into the community as a useful, productive member of society- to be a non-recidivist, if you will.

Volunteer correctional service agencies try to avoid duplicating services other public and private agencies offer, but sometimes it is necessary to provide services on a much more immediate basis than some agencies are capable of functioning - securing jobs for example. Some employment services require days, and even weeks, to find a job. Our agency has placed men in as little as an hour after the initial client contact.

Since 1962 Alston Wilkes Society has been working as a volunteer correctional service agency in many of the areas I mentioned previously. We are also the largest, not only of the twenty-five, but in the world in terms of breadth and depth of services and in membership. Our small staff guides the efforts of over two-thousand volunteers who come from the ranks of our 6000-plus members. Alston Wilkes Society is the only statewide correctional

service agency in the Southeastern United States, although there are some local, embryonic groups in two or three of the states.

One of the Society's purposes set forth in our constitution is to make the public aware of the problems with which the ex-offender is faced upon his return to free society. To this end, we have made innumerable presentations to all types and sizes of groups throughout the state at the same time developing interest in our correctional system and support for its programs.

We have secured employment for thousands of released or paroled ex-offenders, mostly from this state, but also for South Carolina residents returning home from incarceration in other states. These jobs have ranged from common labor at \$2.85 an hour, on occasion, to positions that have eventually led to the managerial level. We've placed the illiterate and the college graduate the man who has built 30 years and the one who is only on probation.

In terms of jobs, the most difficult task we have is getting employers to agree to employ a parole applicant, sight unseen, 30 to 45 days before he can start to work and having to tell the employer he stands only a one in three chance the inmate will be granted parole.

We try to secure suitable housing for men and women leaving prison, but there is a dearth of reasonably priced decent rental housing for the single, separated or divorced male. The great boon to this effort has been our halfway house in Columbia established by the South Carolina Department of Corrections and taken over by the Society in 1968. We have recently begun operating a similar facility in Greenville.



I think we all are agreed that in order to keep a man from drifting off the "straight and narrow" he must be employed in a job for which he is best suited and that offers upward mobility in keeping with his potentialities. By the same token, his place of residence must be one in which he is comfortable and whose environment excludes the types of people with whom he would easily be back into unlawful activities.

In terms of manpower resources there are only two ways to have enough to provide the necessary depth and breadth of services:

1. An extremely large staff, which is prohibitive because of its expenses;
2. Utilization of the readily available volunteer services of individuals in the community.

The latter has two obvious benefits: they are volunteers and they have access to limitless community resources in terms of types and location of employment and housing, and they are volunteers with no axes to grind, no financial benefits to gain. The ex-offenders - the clients - appreciate these two factors and is much more likely to respond favorably to the assistance offered by volunteers.

Since the man sentenced to prison often is the family bread-winner, he leaves behind a multiplicity of potentially complex and devastating problems. The family in many instances becomes divorced from the community, withdrawing until the problems come full-term, oftentimes so monumental that only a great concentration of resources, human and financial, can restabilize the family unit.

Again, only the volunteer in the community, through his demonstrated concern, can take preventive action to forestall what has often become a complete dissolution of the family unit. We have all seen what the prison inmate goes through and how he reacts knowing he is powerless to prevent or rectify his family's problems. The obvious benefit to the correctional staff of the volunteer's family assistance is the greatly enhanced stability of the prisoner - making it easier for the staff to reach him, train him, and to modify his behavior.

Volunteers from the community individually and collectively are participating in our halfway house program in many ways. To cite just two of these ways - twenty-two area churches, representing eighteen denominations, go into the halfway house on rotating Sunday mornings, have breakfast with the men, conduct a short worship service and many times take the men to church with them. Throughout the week, day and night, men from the community drop by for a cup of coffee and conversation which includes the all-important ingredient: listening to what the halfway house residents have to say (some residents have several years worth of things to say). Seeing someone demonstrate his concern by attentively listening to his problems has proven to be one of the most therapeutically beneficial factors in the ex-offender's assimilation into the community.

Interested and concerned citizens in the community can have a strong impact on legislative proposals. In South Carolina the Jail and Prison Inspection Act and the amendment to put teeth into the Act probably would not have passed had it not been for staff and particularly the volunteers' committee

testimony and later our members' written and verbal statements of support to their senators and representatives. Historically corrections has had the devil's own time getting progressive legislation passed, particularly for additional funds, because historically corrections has been on the bottom of the state agency pile due to lack of sufficient interest. We have been told by our legislators that generally they are seldom contacted about specific bills, and they really sit up and take notice when they are deluged by calls and letters from Alston Wilkes Society members concerned with a proposed piece of legislation.

Because of our experience gained over the past nine years, we are now regearing our activities to try to work with every single client on a one-to-one basis. Every man, woman and child eligible for our services will be provided with an individual who is interested in him and is willing and able to demonstrate this concern by helping the client --his new friend-- through the obstacle course our communities often appear to be in the ex-offender and his family.

The South Carolina Department of Corrections currently has implemented two programs, is implementing a third, and awaiting approval for a fourth into whose proposals has been written Alston Wilkes Society's commitment to provide volunteers to work on a one-to-one basis throughout the state with the ex-offenders completing these specialized treatment-orientated programs.

An extremely important program to prisoners and prison officials alike has been our simply-titled Volunteer Program, in which we match

selected individuals with prison inmates who have lost all contact with their friends and family. These volunteers are doctors, housewives, tradesmen, businessmen, bankers, insurance men - a cross section of the community - who spend from two to six hours every other weekend, at least, visiting their new friend in prison. As I stated earlier, these contacts with "the streets" have in many cases provided stability otherwise depressed and despondent inmates, particularly after being rejected for parole, as about 70% are, or when confronted with some other crisis.

Alston Wilkes Society has been consulted by other correctional service agencies about their existing or proposed programs and has had contacts with five other Southeastern States from individuals and groups interested in establishing services and agencies in their states.

The volunteer cannot be over-established. He is the real power behind successful correctional programs.

Transitional or Graduated Release Programs



## TRANSITIONAL OR GRADUATED RELEASE PROGRAMS

Bryan Riley, Director  
Brooke House  
Boston, Massachusetts

Daniel Glaser (The Effectiveness of a Prison and Parole System, 1964) has called the halfway house the most important breakthrough in corrections this century. The residential community-based approach has also been increasingly employed with other populations, such as narcotic addicts, the mentally ill and alcoholics.

According to the Corrections Task Force of the President's Crime Commission:

"The general underlying premise for the new direction in corrections is that crime and delinquency are symptoms of failures and disorganization of communities as well as of individual offenders. In particular, these failures are seen as depriving offenders of contact with the institutions that are basically responsible for assuring the development of law-abiding conduct.

"The task of corrections, therefore, includes building or rebuilding solid ties between the offender and the community, integrating or reintegrating the offender into community life-- restoring family ties, obtaining employment and education, securing in the larger sense a place for the offender in the

routine functioning of society. This requires not only efforts directed toward changing the individual offender, which has been almost the exclusive focus of rehabilitation, but also mobilization and change of the community and its institutions."

Correctional institutions tend to be too large, too remote geographically, and too isolated sociologically and psychologically from the outside community. Programming tends to focus on an inward orientation to their own activities concerning the adaptation of inmates to the society of the institution rather than adaptation to the community from which they come and to which they will return. Therefore, the concept of gearing correctional programs to the problems and needs of integrating offenders to the community implied that correctional programs should be kept as close as possible to the homes of the offenders being served. Ideally, a correctional system should match types of offenders with types of programs geared to meet specific needs.

Some surveillance over offenders in the community and some help extended to them have become part of the correctional process with the development of parole and probation. The development of these services recognizes that something more than incarceration is required to protect society.

The offender needs correctional experiences which can provide motivation for acquiring a conventional role in a non-delinquent setting,

a realistic opportunity attesting to this role, and rewarding experiences which will tie him to this new role.\* The job of correcting the offender is increasingly seen as a shared responsibility with other agencies and organizations.

The traditional estrangement from primary institutions in the community tends to increase the sense of powerlessness felt by offenders to cope in legitimate ways. Society reacts further by walling them off from the very tools needed to change; i. e., successful participation in the mainstream of community activities. The paramount need, then, is to open access to resources that are not now being utilized. The real keys to successful integration lie in the community, combining the progressive resources of the community with working relationships with correctional agencies and schools, universities, business, labor, churches, civic and professional groups, and individual citizens. The success of work-release in our institutions attests to this fact. Work-release can be particularly useful as a means of providing a pre-release transitional experience leading to increasing personal responsibility.

Community residential centers can provide a programmed and supervised transition or alternative placement to provide productive community living with flexible programs geared to individual needs and directed toward individual achievement of progressive self-sufficiency.

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\*The Residential Center: Corrections in the Community, published by the United States Bureau of Prisons.

No residential center can function effectively or survive very long without adequate controls over its clientele. Permissive license and indulgence cannot be tolerated any more than the absence of security institutions. Within the limits of the law and reasonable safeguards for the community, personal accountability as a means of resident control can be more effective than a system which relies heavily on curfews, prohibitions and penalties. The number and kinds of community correctional programs will continue to multiply. A long-range planning and coordinated effort will be needed, together with resources that will provide a better understanding of the correctional processes and will include close study of whatever steps are taken to improve the system.

The above information coupled with the well-documented evidence that the period shortly after release from prison is the most difficult period of adjustment for the offender support the position for more effective graduated release programs. Transition from a totally dependent environment to one requiring personal responsibility for judgment and behavior without intensified preparation has doomed many to failure and return to prison. Recidivism studies are replete with documentation showing the highest recidivism rates occur within the first three to six months after release.

This evidence suggests that programs geared toward bridging the transition are both necessary in assisting the offender make a positive adjustment and beneficial to society by reducing recidivism and thus lowering the costs (human and financial) of the correctional system.

The Institute of Contemporary Corrections and the Behavioral Sciences of Sam Houston State College in "A Review of Pre-Release Programs" (1969) conducted correspondence with pre-release program administrators and distributed a questionnaire to all state correctional institutions and various federal and foreign prisons. They arrived at the following recommendations:

1. Pre-release preparation should begin as early as possible in the sentence, and inmates should know in advance the purpose and intention of the program.
2. Reliance must be placed upon a sound program and not upon the use of special privileges as an enticement to participate.
3. The program should be organized with realistic goals in mind and should be part of the total process.
4. The counseling program should be geared toward dealing with the immediate problems of adjustment rather than with underlying personality problems.
5. Participants should be carefully selected by the staff on an individual basis rather than according to predetermined arbitrary standards.
6. Employee-employer rather than custodian-inmate relationships should exist between the staff and the inmates.
7. Every effort should be made to enlist the support and participation of the community and family contact should be encouraged.

8. Whenever possible, work-release should be included. The center itself should be minimum security and should encourage personal responsibility. There should be some provision to determine the program's effectiveness.

The President's Task Force on Prisoner Rehabilitation in April of 1970 put it more succinctly in stating, "The way to learn how to solve the problems of community living is to tackle them where they exist. The way to learn to understand and appreciate community life is to become immersed in it...you do not train aviators in submarines."

In attempting to cope with the problems of graduated release, a private halfway house, Brooke House, was established in Boston, Massachusetts in 1965. Not only did its incorporators express many of the reasons previously cited in this paper for its establishment, but they also had the added incentive of being prodded by the inmates of the maximum security prison who had suggested the need for such a program in the first place. Brooke House accepts referrals from the Massachusetts Correctional Institutions, the Massachusetts County Houses of Correction, the Federal Bureau of Prisons and the Federal Courts and Probation. The average resident is twenty-five years of age, white (1/3 are non-white) and is single. He has had four prior commitments to correctional institutions, primarily for property offenses, and was first arrested at about age sixteen. He spent two years in prison in his most recent commitment before coming to Brooke House. Target length of stay is three to six months, with the median length of stay being seventy-two days.

Residents apply for the program as a way of obtaining probation, parole or discharge earlier than would normally be the case. The main criterion of acceptance is evidence of the ability and motivation to help oneself. In return, residents are required to participate in a highly structured program. Concrete vocational and social adjustment goals are established with each resident soon after his arrival. Inappropriate or destructive behavior is dealt with by means of immediate confrontation by staff. Continuation of such behavior can ultimately lead to return to custody. Residents pay \$25.00 a week rent, help maintain the house, participate in reality-oriented individual and group counseling, have curfews, and account for their whereabouts at all times.

In addition, the house has a vigorous vocational-educational placement program focused on individual assessment, goal identification and implementation of goal-directed behavior through the utilization of existing community agencies.

Maximum population is thirty residents at one time, and the staff consists of four full-time treatment members, one secretary-receptionist and approximately ten part-time members (mostly graduate students who provide evening and weekend supervision). In addition, Brooke House has the only federally chartered credit union ever granted to an agency exclusively serving ex-offenders.

A recidivism study of the first ninety-two residents who arrived between November 1965 and November 1967 determined incarcerations in



Massachusetts State and County correctional institutions for thirty days or more after discharge from the program. This criterion of recidivism was the same employed in B.E.R. studies conducted by the Massachusetts Department of Correction. B.E.R.'s for federal residents were established following Glaser's studies in 1964.

The average B.E.R. for this sample was 67.1%. The new rate of recidivism for this group using the criteria described above was 40.2% (N-37) using a one to three year follow-up period. It was necessary to adjust the recidivism figures because the State B.E.R. tables were established on a two to four year follow-up period. Using information from the State study, we were able to estimate the rate of recidivism at the end of the full follow-up period. The corrected rate for the Brooke House group was 51.8% compared to the mean B.E.R. of 67.1%. This difference is significant at  $p < \chi^2 = 6.0, 1df$ .

Further analysis showed that twenty-seven residents stayed twenty-one days or less, while sixty-five stayed over twenty-one days. The two groups were nearly identical in mean B.E.R. (65.3% and 67.9%). There was also no difference between the two groups in average length of time since discharge. However, the actual recidivism rates for the two groups were 48.1% and 36.9%. While this was expected, it was not significant by chi-square. Further analysis showed a curvilinear relationship between length of stay and recidivism. (Table 1)

The cut-off points of twenty-seven days and one hundred and seven days in length of stay were chosen to divide the population approximately

into thirds. The actual recidivism rates for short, medium and long stayers were approximately 50%, 20% and 50%. There are some B.E.R. differences for the three groups, 68.8%, 61.7% and 71.0%, but not large enough to account for the striking differences in the actual recidivism rates. It is clear that the program has the most impact on those who stay an intermediate length of time. Residents who stay for a short time do not benefit appreciably--they either never intended to stay or impulsively absconded. Residents who stay for excessively long periods probably do so because they have failed to establish a place for themselves to go in the community and become dependent on the program. They leave reluctantly and do not do well.

There is, in fact, a significant tendency for the higher recidivism risk residents to stay either a short or long period of time. (Table 2)

It is likely that this phenomenon occurs in other halfway house programs. The two categories of residents who do poorly might be interpreted in terms of West's (1964) dichotomization of chronic recidivists as either impulsive-aggressive (short stayers) or passive-dependent (long stayers) personalities.

In this brief paper I have tried to present the case for graduated release programs and hope my point has been emphasized by the apparently successful reduction in recidivism as demonstrated by the research done on Brooke House.



Table 1 Crosstabulation of Recidivism by Length of Stay (days)

	0-27	28-107	108 +	
No	15	24	16	55
Yes	15	7	15	37
Cumulative	30	31	31	92

$$\chi^2 \text{ (Cont. Corr.)} = 6.07$$

$$p < .05, 2 \text{ df}$$

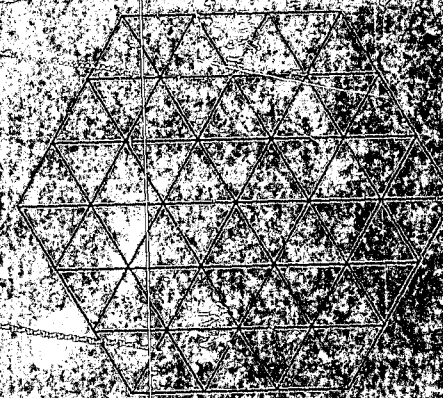
Table 2 Crosstabulation of B.E.R. by Length of Stay (days)

	0-27	28-107	108 +	
Below 66.5%	13	20	10	43
Above 66.5%	17	11	21	49
Cumulative	30	31	31	92

$$\chi^2 = 6.68$$

$$p < .05, 2 \text{ df}$$

Community Correctional Facilities  
Planning, Design and Construction



COMMUNITY CORRECTIONAL FACILITIES:  
PLANNING, DESIGN AND CONSTRUCTION

William Nagel, Executive Director  
The American Foundation  
Philadelphia, Pennsylvania

The term "Community Correctional Centers," we have learned as we travel this country, means different things to different people.

I have heard it used synonymously with the field services - probation and parole. In that context a community correctional center is a store front where selected caseloads of offenders come - perhaps daily or weekly - for intensified probation and parole services.

Operators of halfway houses see their facilities to be community correctional centers. Essentially they are either halfway in or halfway out group facilities that have counseling and other treatment side benefits.

Recently many sheriffs and jail wardens have begun to use the term "community centers" to describe their activities. Not many good things have been written about jails lately - and for good reasons. They are, however, mostly located in or near sizable towns or cities. With the passage of Huber-type legislation they can therefore be utilized for work release, educational release, and other community-oriented programs. In Vermont, and perhaps other places, the term "jail" has been officially changed to "Community Correctional Center."

Probably because "Community Corrections" is becoming the concept in vogue, even wardens of traditional prisons are beginning to toss



the term "community" into descriptions of their programs. As these wardens talk to us they stress their Alcoholics Anonymous, Junior Chamber of Commerce, Dale Carnegie, and similar free world activities, and they give great emphasis to the eight or so inmates who are either working or taking educational courses in the community. Their prisons, they aver, are becoming community correctional centers.

There are pre-release centers being opened around the country, including those here in South Carolina. Some of these are, in fact as well as nomenclature, Community Correctional Centers, and I will discuss them in greater detail later.

My colleagues in today's program, Edith Flynn and Fred Moyer, in their significant "Guidelines" have provided an excellent definition of the term. They see community correctional centers as ranging from community-based "nerve centers" to highly complex facilities providing a wide variety of services. These would be small, accommodating 15 to 150 residents, located in the target or "community" area, and a key feature would be the use of the resources of the community.

Just as the phrase "Community Correctional Center" seems to have a variety of meanings so does the word "community."

In Vermont, for example, we saw Community Correctional Centers that served three or four counties. They were, in fact, regional facilities and their communities were, in actuality, a mix of farms, very small cities, and mountain hamlets.

In Philadelphia, on the other hand, we saw a community correctional center in a downtown YMCA that drew most of its residents from within a radius of less than a mile.

Moreover, we visited "communities" which rejected with finality any intrusion by a correctional facility or service into their midsts while others not only welcomed, but initiated and participated in such programs.

If I seem to be laboring all this, it is for one reason. I would want to stress that in a land as broad and diverse as the United States there is already, and there will continue to be, a great variety of programs answering to the name "community corrections."

In my view this kind of pluralism is as American as apple pie and can be valuable. But it can also become a kind of self-deception. That self-deception, common to corrections, is this: we add a new wrinkle to an old counterproductive program, give it a new name, and then like the alchemists of old, pretend that we have turned lead into gold.

We will not turn the lead of our retributive, control-ridden jails and prisons into gold by giving them a new name. Rather, community corrections must, in very basic essentials, be different from that which has preceded it. And it can be.

I say this because the other human services have already taken paths away from dependence upon congregate institutionalization, and the results have been whole new philosophies of treatment - new fabrics of service.

The alms houses of old have been replaced with family assistance;  
The work houses with employment insurance;  
The orphanages with foster homes and ADC;  
The colonies for imbeciles with day care and sheltered workshops;  
Drugs have made obsolete the dismal epileptic facilities and the  
TB sanitariums of yesteryear;

And the asylums are rapidly yielding to community mental health  
approaches.

All of these human services changed. Why? Because congregate  
institutions proved to be unsuccessful, expensive, and even counterpro-  
ductive responses to specific human service problems; and because  
better treatment methods were developed which made the congregate  
institution largely obsolete, and treatment in the natural community setting  
feasible.

And so it will be with corrections. A strong start has already  
been made. But before I get too euphoric with optimism, I must tell  
you the reality we have been seeing as our team has traveled from coast-  
to-coast.

This nation's primary reliance in dealing with the offender still  
seems to be overly weighted on the side of jails and prisons, though many  
are disguised behind euphemisms such as detention center, correctional  
facility, development center, or even community correctional center.

An overwhelmingly disproportionate amount of the construction  
costs of the new facilities we have visited has been invested (or sunk,

according to one's point of view) in concrete, iron grilles, electrically  
operated steel doors, fences, sally ports, and newfangled electronic  
surveillance equipment.

And similarly, a disproportionate amount of operating costs con-  
tinues to be spent for custody-surveillance personnel.

We have visited communities which have, and are spending,  
millions on jail construction without having made any significant inquiries  
into bail practices, correctable court delays, police arrest practices, or  
other community alternatives to pretrial confinement.

In spite of the rapid urbanization of our country we find many,  
perhaps most, new institutions being built in isolated areas of the states  
precluding both visiting by families and the recruitment of professional  
staff.

And we, in this year 1971, have visited brand new facilities in  
which the only apparent emphasis is on warehousing, control, and enforced  
idleness, thus perpetuating the legacy of hopelessness, bitterness, and  
despair for both staffs and inmates.

Having said those discouraging things, I want to report that we  
are also seeing new community correctional programs that are not mere  
euphemisms, but truly breaks with the past. I will describe but three  
of the several we have seen.

The first are in Florida where O. J. Keller and Dick Rachin and  
their associates are developing a network of regional community-based

constellations designed, in large measure, to replace the congregate training schools. I say constellations because in each region there is, under development, a variety of state-operated noncongregate programs including probation, after-care, foster homes, small group residences, and community-based residential treatment centers.

When I visited Florida in February of this year, such centers had already been established in Tallahassee, Jacksonville, Daytona Beach, and Tampa. Others were scheduled for Miami and West Palm Beach. The one at Tallahassee was the first and is the prototype for the others, so I shall describe it.

It is a white, nondescript, but not unpleasant structure, located in the midst of a group of young pine immediately adjacent to the municipal airport. There are no residences close to it and my first reaction, as I approached, was "Community Correctional Center! Who is kidding whom?"

But like so many first impressions that one was incorrect, and I soon found out that the Walter Scott Criswell House is profoundly a community correctional residence.

In my view, as in Edith's and Fred's definition that I have already cited, a hallmark of a community correctional center is that it uses the community for basic services. Correctional institutions have too long lived in isolation trying to replicate within their walls (most often poorly) all the recreational, educational, employment, and treatment resources of the larger community.

Not Criswell House. About the only physical features it offers are comfortable bedrooms, a kitchen-dining room, and a lounge which doubles as a room for group discussion - and group discussions at Criswell are the heart of the change process. In short, the Criswell House is a very modest and inexpensive residence for up to 32 youths.

For schooling the youth go to the public schools;

For church they go to community churches;

For recreation they use the Y's, the movies, the parks, and the pools which other kids use;

For health care they visit the local doctors, dentists, and hospitals;

Those few lads who do not attend school have employment in town;

And when they date, they date in town.

All this, it seems to me, establishes a realistic environment for personal growth - and equally important - for appraising personal growth.

Observers of the correctional scene have long questioned the prevalent practice of measuring a person's readiness for release by evaluating his adjustment to the unreal institutional world. At Criswell the ever-present effort is toward a "reality therapy" based upon a resident's reacting to the real world.

In Vermont we saw a different variety of Community Correctional Centers which, like Criswell, are not just gimmicks but represent basic changes in the system.

As you probably know, in Vermont the state has taken over the 13 county jails, closed most of them, and created, out of four remaining, a

new community correctional program. These four jails still house the untried. They still hold a few misdemeanants serving short sentences, but whole sections have been converted to serve as pre-release centers.

I have seen many, but certainly not all, pre-release programs, but only in South Carolina and in Vermont have I seen programs which are more than fringe supplements to the old. They are not mere decompression centers. In very real ways they are substitutes for the old.

Let's go back to Vermont for a moment and describe the pre-release effort in Burlington's miserable 19th Century jail. In the Green Mountain State, as in other places over the world, "miserable" is relative and the four jails including Burlington's are far less miserable than the 162-year-old overcrowded prison at Windsor.

Now that the jails are run by the state they have been renovated to provide for the long termers who heretofore served their full terms in the central prison. In Burlington the sheriff's old residence, an integral part of the jail, has been remodeled and re-equipped. To it have been transferred felons with reasonably long times yet to serve.

My first reaction was one of horror. To put long termers in Burlington Jail which has no facilities for work, recreation, treatment, and only marginal space for feeding and visiting seemed, to me, almost immoral.

But Larry Bershad, Vermont's creative young Commissioner is not immoral. He is, as I have said, creative. Not the Burlington Jail, but Burlington itself, was to provide the missing parts.

And so felons work, play, worship, and do a variety of other activities in the Greater Burlington Community. In sequence they receive day passes, then weekend passes, then brief furloughs and finally renewable furloughs during which time they live at home with their relatives and loved ones. All this before parole. Commissioner Bershad's argument is a simple one--the one I alluded to in regard to Criswell. There is no greater exercise in deception, he said, than the present general practice of recommending parole based upon the inmate's adjustment to prison.

In Vermont the locale for much of the period under sentence has moved from the central prison to the community correctional center and hence to the community itself. It has become a continuum for testing oneself, failing, testing oneself again--all under the eye of and with the concern and help of the correctional staff.

In that setting a parole recommendation has meaning.

The whole program is too new for final judgment, but Bershad is having it measured. He has hired two bright young researchers to weigh its success or failure.

I asked how he could justify two Ph.D.'s in so small a department. His answer was interesting.

Most bureaucracies just keep doing the same old thing over and over again never really knowing what does or does not work. Then one day, perhaps in five or ten years, the "old thing" blows up because it never really had what it takes.

The old commissioner goes, a new commissioner comes, and the whole futile bureaucratic process begins anew. Bershad said that as soon as he has substantive evidence that something doesn't work, he wants to drop it or change it. As soon as he knows something really works he wants to expand it. He doesn't want to be wandering around in darkness.

Here in South Carolina we saw Community Pre-Release Centers that were, in very substantial detail, like those which I have just described in Vermont. They, like Vermont's Community Correctional Centers, are much more than something merely tacked on to the end of a prison experience. In a very real way they are becoming a substitute for the prison experience.

More in this state I find in Bill Leeke and Hugh Clements the same imaginative leadership as in Vermont. I shall not, however, discuss the South Carolina program because you will hear about it from its creators, and you will even see one of its centers in operation.

I would like to conclude this discussion of Community-Based Corrections by telling you of still another, yet very different, community correctional effort. It doesn't even exist yet but is in the planning stage.

In a very populous state the facility for the "criminally insane" is located in an area once described by a candidate for governor. When asked if he were going to campaign in X county he replied, "Campaign in X county? Hell no! Bears don't vote."

I might add that bears also don't make very good psychiatrists. As a result this facility for the criminally insane is nothing but a

warehouse holding, seemingly forever, very disturbed people whose condition further deteriorates with their continued confinement. For these pitiful humans the miracles of modern psychiatry just don't exist.

In the famous medical school of a great university in that state's largest city a new correctional facility is being planned. It will occupy part of the university's new community mental health facility--a facility in which rich and poor of that vast city can receive modern, short-term, community-based therapy. There too disturbed prisoners will be treated by the same skilled practitioners. With early treatment their stays will be short, intensive, and therapeutic.

No longer will a prisoner with an incipient and treatable psychosis be warehoused away 'til death mercifully separates his body from his tortured mind. I have seen, I might add, such prisoners stored away in prisons throughout our land.

Most everyone recently--serious scholars, journalists, playwrights, judges, politicians, convicts, grand juries, and correctional administrators--has taken a turn at speaking or writing about the ills of the correctional system. With such an abundance of testimony available it may seem redundant for me to share with you the reaction of a young graduate student\* who is working with us this summer.

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\*Francis Prevost, a young Canadian architect who is a graduate student in city planning at the University of Pennsylvania. While doing field work with Mitchell/Giurgola Associates Architects, he has been assigned to our correctional design team.

His total correctional experience consists of one visit, made last week, to a facility in a reasonably progressive state.

I asked him for his reactions and expected, because he is an architect, some references to the overall design, the space relationships, size of cells, choice of materials and the like.

Instead his response was this, "There are two major problems there--overdetermination and the removal of referents."

As soon as I recovered, I asked him to explain these terms to me.

He did and this is my understanding of what he said.

To inhabit a setting (he called it a "context") is to be shaped by it. That setting normally provides the reference points necessary for exercising judgments, for acting, for growing.

In any setting two conditions can destroy fulfillment as a human being. They are overdetermination and removal of referents.

Overdetermination, he said, is the condition in which everything--spaces, movements, responsibilities, decisions--is clearly or narrowly defined. All activities are scheduled. Social contacts are predetermined. The physical setting is limited and monotonous. The context is highly explicit, predictable, regimented, and offers little real choice. It is a condition in which groups can be easily supervised, where authority can be maintained and one in which accountability for personal action lies beyond the individual.

The second term, removal of referents, is the inducing of uncertainty by cutting off ties with the past, by grossly reducing contact

with people, places, activities, and ideas. It is accentuated by the denial of even a wristwatch. Daily and seasonal variations are lost. Thus uncertainty is induced making it impossible for a person to predict, plan, decide, judge. The result, my young architect told me, is suspension--temporal, spatial, social, psychological.

Both overdetermination and removal of referents result, in time, in constriction and atrophy. The person subjected to them stops growing, learning, feeling.

Short confinement, with its overdetermination and removal of referents, prepares one only for confinement. To use Norval Morris' words, "You don't train an aviator in a submarine."

My young friend's highly intellectual and philosophical response was exactly in accord with my opinions arrived at during a quarter century of practical involvement at all levels--and in several states.

Corrections, it seems to me, has now reached the point at which the informed public expects change. We are all frustrated by a process that prepares offenders for confinement's regimentation and not for life's decisions. Society in most of the United States is no longer primarily seeking retribution or restraint but successful reintegration of the offender into the world of men, because only that provides lasting protection.

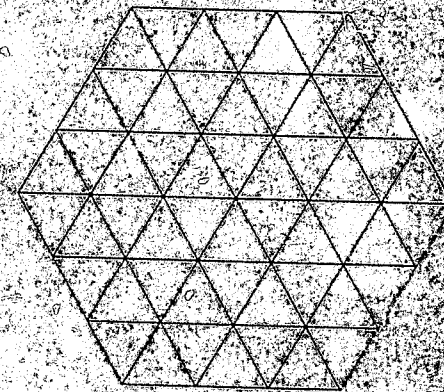
Many of the Community Correctional Centers that we have seen, especially those in Florida, South Carolina, and Vermont turn corrections



in a new direction--a direction away from the blunting of human growth and development induced by our old congregate institutions. They are substituting the community as the primary locale and resource. They are forsaking overdetermination and removal of referents as the principal ingredients of the so-called correctional process.

There is already sufficient evidence to suggest that the experiences of Vermont, Florida, and South Carolina should be widely emulated.

**The Impact of Community-Based Corrections  
on Other Criminal Justice Agencies**



THE IMPACT OF COMMUNITY-BASED CORRECTIONS  
ON OTHER CRIMINAL JUSTICE AGENCIES

Carl R. Reasonover, Executive Director  
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Alexander Maconochie, an 18th Century English penal system reformer, set forth the fundamentals of modern penal philosophy:  
"Prisoners should be punished for the past, but treated for the future."

In an effort to encourage a more enlightened criminal justice system in our society, the American Congress of Correction has accepted as one of its basic ideals and aspirations principle XXXIII (33) which declares: "The correctional process has as its aim the re-incorporation of the offender into society as a normal citizen. In the course of non-institutional treatment, the offender continues as a member of the conventional community. In the course of his institutional stay constructive community contacts should be encouraged. The success of the correctional process in all its stages can be greatly enhanced by energetic, resourceful and organized citizen participation."

Inherent in these statements is the ideology of treatment as opposed to punitive punishment; rehabilitation efforts as opposed to offender isolation.

Relative to these ideals, the South Carolina Department of Corrections and the Department of Juvenile Corrections are presently

devoting tremendous amounts of time and energy towards the decentralization of their correctional institutions and development of true community-based services to the offender incarcerated. In addition to these services in the juvenile field, family court judges throughout South Carolina are becoming increasingly active in developing services for youth in community treatment centers, and the Department of Placement and Aftercare continues to expand services of a community-based nature under foster home placement programs.

The combined efforts of the local police and court personnel are essential to the success of a community-based correctional facility. Public realization that apprehension by the police, conviction by the court, and treatment provided by correctional institutions must be coordinated for the purpose of creating true rehabilitation of the offender is conducive to the positive development of community-based corrections.

As the inmate now enters a correctional institution, he brings many attitudes with him. One such attitude is the fear of punishment and a resentment of men in uniform. In all probability he will have the idea that the officer is someone to fear, avoid, or "con." What could happen if he learns the officer is a helpful, firm, but fair person worthy of respect who is interested in his rehabilitation?

Let us for a moment place ourselves in the role of the local police. Consider the attitude of the public toward the police; the attitude of the police toward the offender. Heretofore, the possibility of a comprehensive overview of the criminal justice system has been nonexistent. With the

implementation of community-based correctional facilities, the public will be more aware of police roles in the rehabilitative process. Local police will be more aware of the total criminal justice system.

With the correctional institution located in the community, the police will be able to view the offender as he participates in the institutional rehabilitation program, thereby providing the professional with knowledge of the needs and problems of the individual "caught up" in the correctional system.

One of the desired objectives of the community-based correctional institution is to provide behavior modification for the offender, which involves an attitude change toward the local police. This can only be accomplished if the police actively participate in the rehabilitative program. In effect, the desired impact on the police will be the increased understanding and awareness of the needs and problems of the inmate.

The local courts are presently not provided with any pre-evaluation information concerning an offender. After apprehension the individual stands trial and if convicted is sent to a correctional institution outside his community.

By means of a community-based correctional facility, the judge will be able to evaluate the services offered by corrections in his community, and the local courts will be more aware of the existing needs and problems of the deviant individuals. In the past, local courts were supported in their belief that the correctional departments were not doing

their jobs. The recidivist offender, who failed to reintegrate into society, was the primary contact judges had with the correctional system's effectiveness. Courts failed to see those inmates who successfully completed incarceration, and subsequently adjusted in the community. The community corrections facility will help to alleviate such a stereotype which has developed. Participation by the court personnel in the community-based corrections facility is necessary to produce positive rehabilitation programs which involve the judges as an informed participant in this sentencing process.

If the courts are to play their most effective role in the control of crime, they must act as expeditors of a rehabilitation approach to the individual offender rather than concealing their potential as helping people behind a facade of the stern authority figure meting out judgments the offender can only perceive as harsh and punitive. Generally, the offender has only been able to listen to a judge when a decision is handed down that affects his liberty. Would it not be a unique and helpful departure to try to involve judges in the activities of community-based work release correctional facilities in free give-and-take group seminars with inmates obviously adjusting in rehabilitation programs? The same case can be made for the involvement of police officers in group meetings in the community work release centers. The South Carolina Department of Corrections, through two-year degree programs in institutions of higher learning and via 100 hour counseling courses, has fostered the development of correctional officers who can and do function as guidance interaction group leaders with

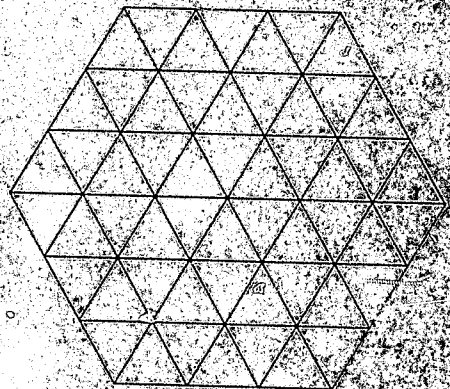
inmates in the central institutions. This mechanism has engendered an attitude among inmates wherein group members begin to see the man with the uniform and badge in a helping relationship rather than as a forbidding authority figure. Could we not reinforce this attitudinal change by involving police officers in the community in some group exposures of this type in community-based work release centers? As judges and police officers become involved in community-based correctional programs, they can begin to see that "once a criminal, always a criminal" is not a hard and fast rule. As they, as members of the general community, become aware of the successes as well as failures in rehabilitation programs for offenders, this new outlook can seep into the entire community structure.

The community that is unaware and uninformed as to the improvements and developments in the correctional institutions fears the ex-offender. The community which is provided with ample knowledge relevant to offender readjustment aid programs is receptive to the innovative methods designed for treatment and rehabilitation without exclusion from the community in large, remote prisons.

The challenge before us, in an age in which we can shape the operational effectiveness of social agencies, institutions, and devices of social control more than ever before, is to find some pragmatic basis for the continuance or discontinuance of certain philosophies of punitive action as they bear on the goals of rehabilitation.



**Overcoming Barriers in the Implementation  
of Community-Based Corrections Programs**



OVERCOMING BARRIERS IN THE IMPLEMENTATION  
OF COMMUNITY-BASED CORRECTIONS PROGRAMS

Moderator: Donald Brewer

Panelists: Herb Lee, Edith Flynn, and William Nagel

Donald Brewer, Administrator, Corrections Division, Institute  
of Government, University of Georgia

I think, Charlie, it's awfully good to have the survivors with us for the final session of the workshop. This session we will try to expedite. I know many of you have planes and other things to catch, but we do want to take time to have our reports of the groups. I think we can have these as briefly as the group leaders would like to have them and then, after these reports, we will open it up for panel reaction from the audience reaction. So let's proceed with Herb Lee reporting for group I. The group leader was Dr. Richard Chappell, and their particular subject again was "Overcoming Community Objections."

Herb Lee, Director, Adult Probation and Parole, State of Tennessee

Our report I will try to make as brief as possible. We were considering the community objections to these programs and how to overcome them. It seems that most of the things we touched on were related to problems that we felt in the community rather than in our own organization. One of the first that was mentioned was mistrust among the members of the community of the ex-offender who is coming back in. This is touched on in several ways. One of them was that the community loses sight of the individual when he goes off to the institutions, they remember only that he has committed some crime or that some deviant behavior has taken

place; they know nothing whatsoever about what has been happening to him or what he has been doing since he has been away from the community. Another one that we came up with, which is very closely related also, is that many of the offenders, especially the youthful and aged offenders, are sent back into the community with no saleable skill, and the community is very reluctant to accept them back. They do not want the ex-offender in their training programs. They do not have facilities available for the aged offender who maybe was a skilled man when he went to the center or institution twenty years ago. Technology has changed. He has not received up-dated training, and so he comes back a real burden on the community. Another related thing that was mentioned is public apathy and indifference. The public simply doesn't care. I think I take it a little more strongly from some personal experiences that very often the public does care, but it cares in a negative manner. They feel that he's "just a damn criminal" - why should we worry about him, why should we be concerned about him? It is my personal feeling that the public very often feels that once the trial has taken place, the man has been arrested, the man has been arrested, has been tried and convicted, that's the end of it. Very often they don't understand that the correctional process even exists (this has been mentioned many times today). They don't know that better than 90% of the offenders are going to be back in the community living as neighbors. There has been a lot of talk about volunteers, and one of the points brought up was what is an effective way to recruit volunteers, or how do you break down the

resistance in the community to becoming involved in the volunteer effort? And finally there still remains in many of us, even in the corrections field, the idea that we should punish, that society must exact its revenge. And this certainly holds true in a large portion of many of our communities today. Of the solutions that we came up with, most of them are related to establishing volunteer programs or some type of educational program within the community. First of all, let the community know these men will be back, try to have the community understand what is taking place inside the correctional system, even to taking the offender into the community or bringing the community into the institution. On the educational level there are really two areas I feel we have to attack. I think that the committee agrees that probably most important is that we have to change the attitudes of the people who work in the field of corrections. The joint commission on Correctional Manpower and Training really disturbs if we look at it carefully because we see that not very many people who are involved in this business of corrections are proud of it - at least not to the point that they would recommend it as a career field to someone coming out of college. Once we change the attitudes of the people who work in the department of corrections and various areas and make them proud of what they're doing, then we need to attack the different resistances at the community level. One of the ways the committee felt this could be done was through educational programs.

Mr. Brewer

Thank you very much. That was a very good summary, and you got to the heart of things. Now let's have the report from Group II. Dr. Flynn, your group was given the task of discussing criteria for evaluating community-based programs.

Dr. Edith Flynn, Sociologist, Interdisciplinary Research Group for the Planning and Design of Regional and Community Correctional Centers for Adults, University of Illinois

Well, since we didn't have a recorder, I'll have to talk about it, and I might as well start with the assessment. We really didn't stick to our assigned topic, and one of the reasons was that I think the whole issue of evaluation is a fairly dry one. I have prepared some notes and I think I will just very briefly mention some of the criteria that should be involved in evaluation and maybe some of the problems and then mention a couple of the things that we did talk about. We were able to get everyone involved in our group meeting and we really had a very good session.

Some of the principles and some of the criteria involved in evaluation programming should be discussed. I think we should consider first that we have no accumulated body of knowledge in evaluating programs in corrections today. We have to rely on experiences in other fields to help guide the way. Particularly, I think the area of mental health has done an excessive amount of work in areas of evaluation. So I think that, among

these basic principles that should be recognized, first of all we need to determine what type of evaluation is required before we even design an evaluative plan. We want to know what is it the evaluation is supposed to show us. The second principle would be a definition of the program, and the particular population that is involved. The third, and very important, principle is the choice of a comparison group. The basic experimental approach is in terms of going into a program and setting up an experimental group and then setting up a comparison group which does not receive the treatment. Hopefully, those two groups are well matched. Without this we will never have a good evaluation program. This has been extremely difficult to get across to people who are not so exposed to the stringent requirements of research, and sometimes it is an imposition on people to make such requests. They are already having enough problems running a program and going sometimes from crisis to crisis, dabbling for funds, but it is I think a recognition which is extremely important. We have got to invest the time and the money and the people to watch the kinds of basic experimentation in programs so we can field subsequent activities on knowledge. Basically, there are two types of evaluation: The first type is an evaluation program that is designed to test a hypothesis. In this sense, we want to make sure that they have the certain kind of practice, have a miserable outcome of sorts. And we call this the evaluation of accomplishment. Now if, for example, we state our goal as reduction of recidivism, then we start the program, we start the evaluation in a sense that even before



we run the program we go in with a right of assignment with the control groups. At the end of maybe one year, and then five years, we'll look at the system to see who recidivates. At that point, we'll know pretty much whether that program from a particular standpoint has been effective. The second type of evaluation is the evaluation of technique. Here we are not looking at cause-effect issues but rather whether a certain way of doing things is successful. As we mentioned earlier this morning in the conversation with Mr. Brewer, in many of the programs instituted across the country there are experiences that are being gathered today which are valid and which could apply cross-country in terms of good experiences and bad experiences--information on the things one does and the things one wouldn't do if one had to start again. And this is the kind of evaluation of technique that I'm talking about now. There are many problems in terms of technique, whether it is personnel or whether it is facilities for programming. And I think that Group I was very appropriate in saying that one of the things we have to work on is really ourselves as we stand in corrections as the correctional officials. So the basic issues and the criteria I have established here are, or should be, considered before we go into evaluation. I could add some more questions later on this.

Now, for our group report, we had a couple of very interesting things that came up. One was a very key question in the sense of "how do we measure attitude change?" And if that isn't a value judgment, I don't know what is. Today, I don't think we effectively can do that. And it seems to be a key problem in corrections--the entire idea of motivation, of

changing motivation, or installing motivation and then changing attitudes. We can do a lot of things with inmates--we can give them technical skills, as was brought out in our discussion, we can make skilled workers out of them, but if they do not have the right attitude, then that means we have failed.

There are certain methodologies that have been developed in universities. I'm sure you are familiar with the Maddic Test for one. It has been quite useful in getting at basic attitude changes. However, nothing has been perfected and I think behavioral science has still a long way to go before we can be more effective in the sense of helping correctional people in the assessment of values. One of the other things that was brought out in our group discussion was the idea of restitution to the victims of crime. How should this work, how can we go about it? Several points were made in the sense that, for example, if money is involved, you could very easily discriminate against the poor. I think the key answer here is to devise a method of restitution which is fair, and one of the points made was that possibly we can get the help of community services involved in the sense of public service that would protect the people rather than talk about it in money terms. Dr. Clements mentioned that possibly a pro-rated type of system could be developed. People are ingenious and there are restitutional programs on the person's ability to pay.

Mr. Brewer

Thank you. I hope we can put a reminder about some of these points and come back to them later. I hope you're remembering some of these questions that are coming out of these groups because you could have a whole session probably, particularly around evaluation alone. The Third Group, Barriers to Implementation, Mr. Bishop's group, who is reporting? Mrs. Barr, fine, come on up.

Mrs. Catherine Barr, Research and Training, Georgia Department of Corrections

Well, not knowing that I was going to do this until I joined the group, I might not have joined the group. I am rather perplexed at having to do this. Our group topic was "Barriers to Implementation." There were eleven of us. We asked around and we came up with a very few basic things which Dr. Flynn talked about in the 9:00 session, so the only consolation I can gather from that is that eleven of us can come up with the same thing a Ph.D. can come up with. We came up with three general problems of barriers to implementation. The first of these is how do we get the community involved? We think that the problem with the community is not so much the ignorance of corrections. In fact, it might be better if that were the problem, because then we could start off with a clean sheet. But they have a lot of misinformation, they think that everybody in prison is a murderer or a sex criminal, and this is our biggest problem. The solution to that is to let the community

come into the institution as often as possible. Invite groups (community groups, school groups, and so forth) into the institution and let them see that the inmates are human beings, not animals. A problem that we really couldn't solve in relation to this big community issue is those who have invested in the community. We had an example given by one of our members of the realtor who had built a subdivision and invested a great amount of money in it. The power is growing, the subdivision is growing, the upper middle class people live there, and he is one of great influences in the community and does not want the pre-release center there. And we really couldn't solve this problem because, unless you can write this person and convince this person that it is good business to bring a pre-release center into the community, you are just going to have to go somewhere else because this kind of person is opposed to it from the very beginning. Our second general problem is the coordination of state and local agencies. Everyone has their own little ax to grind, and everyone has their own little empire to maintain. For the most part, local municipalities, state agencies and federal agencies don't want to cooperate with one another. They don't want anybody else cutting into their slice of the pie. I'm not sure anyone really knows how to solve this problem. The best solution to this, I think, is to look at what other states, such as South Carolina, have done, how they have succeeded, and how they have approached the agencies and gotten them to work together. After you have compiled a successful program, do as other states have done, for example, and copy programs. Run your

operation the way a successful person ran an operation. I think someone in our group had a good idea in that, after you have compiled this information, if other agencies don't work with corrections, get this to the newspapers and maybe you can actually change these other agencies into working with you. Our third problem in barriers to implementation is just the problem within ourselves. I think we in corrections are like a lot of people; we just want to sit there and just let things rock along as they have always done. We have a lack of courage sometimes and a lack of conviction about what we know is right and what we know should be done. Sometimes we sit around and say, "it is nice that South Carolina has really done a good job," and don't really get down to the nitty-gritty and do it ourselves. We just don't want to rock the boat. So the fourth thing we in corrections need to do is reform our own thinking. We can't operate as we have in the past. We must be willing to rock the boat. We have to have foresight, and philosophy can't be just accepted as the prerogative of the director and deputy director. You have to let it be the entire staff. When you talk to bottom, understand that corrections is going to go forward. So this is our biggest problem, I think. It is within ourselves. Thank you.

Mr. Charles Bishop, Corrections Division, Institute of Government,  
University of Georgia

We are very glad you did join the group. The final report, Preparing the Offender to Participate in the Community-Based Program Selection,

criteria: Treatment. Reporting for this group if Rallie Siegler.

Rallie Siegler, Coordinator, Community Services, South Carolina  
Bureau of Corrections

After the last couple of nights I think I'm 78. We really had a fantastic group. For the benefit of those of you who were in the group, I had wished that Thomas was still here to hear this report on that. We didn't stick to the topic or purpose either, but we did come up with new problems in an attempt to come up with some solutions that we thought would work in these particular instances. We had some divergent disciplines that were represented there to talk about these particular things. One of the first things we talked about was the problems of inmates coming from maximum security institutions directly to work-release programs. We were enlightened by a member of the group who explained to us some of the details of "Project Transition," which I think is going to eliminate the problem somewhat. "Project Transition" has been touched on earlier, but basically what it will permit is that, while the inmate has spent the last 120 days in a pre-release camp, 30 days are spent at the pre-release center and then, after transfer, 90 days at a community pre-release center for a work-release detail. Also, it said that this project would provide some follow-up of approximately 90 days. In relation to this gradual reintegration that is going to take place in "Project Transition," we talked generally in terms of problems of mentally preparing inmates to participate

in this unit-based program. It was felt that video-taped programs could be taken full advantage of here in terms of making the inmate in the institution fully cognizant of the mechanics, the policies and procedures of the potential centers to which they are going to be transferred. "Another point that was brought up here is that the individual centers will have job counselors who will visit the pre-release centers during the first 30 days and will have an opportunity to counsel with the inmate and will possibly at this time make him more aware of the mechanics of the individual centers. They will also be able to obtain some vital information and carry this information back to the individual centers prior to the actual arrival of the inmate himself. I feel very strongly that community organizations have played a large role in the success as indicated by one of the Optimist Clubs in Columbia which sponsored a civic club within one of our institutions, in addition to another club which was sponsored by one of the churches in the community and several other things which were going on in this particular area. Quite frequently these organizations would invite guest speakers to come in and talk to them about topics which they themselves were interested in and wanted more information about. Another question was raised concerning an area that was interesting to a great many of us. We weren't aware that, in Charleston, inmates from the federal institution are participating in the South Carolina Department of Corrections Work-Release Program, and a question was raised as to how these inmates could be made aware also, and a suggestion was made that possibly some of the

literature of the South Carolina Department of Corrections Community Release Program could be made available to the federal institutions that were participating in our programs here in South Carolina. I think one of the major topics of conversation surrounding the feasibility of incorporating pre-release plans throughout the total institutionalization was that it was felt very strongly that preparation should begin even at the reception and diagnostic center for pre-release. Other things that we felt were very important in this area were early diagnosis of problems and needs. Realistic treatment plans, continued reinforcement along the way, and a detailed orientation have been mentioned very often in the project transition. It was even brought up here, or rather a question was raised, that possibly sometime in the near future a person would like to see the institution bypassed and the inmates transferred directly from the reception and diagnostic center to the community pre-release center for assignment. And, of course, there were a couple of issues here concerning the legality of it being somewhat nebulous at the present time, and also the community reaction was brought up in this particular area. We moved on into another area that had been touched on this morning, and that was on the prison's crowded conditions; can or cannot more inmates participate in the community pre-release program? Of course, we have been talking about this earlier. We heard Herb Lee also comment on that this morning. We moved on into a matter of trying to coordinate placement with departmental training, and we had some comments from some of the personnel at most

of the centers that were represented there. It was decided that all the available information that had been gathered during this particular individual's incarceration was made available to the staff and that they had the opportunity to take this information and to discuss it along with taking the inmate's desires into consideration at such time placement became a reality. It was brought out that this is always the case and, depending on the job market, that an individual would have to be placed in an area that is not particularly commensurate with his abilities, but that he is told that as soon as something became available, this would become a reality to him. We finally discussed the selection criteria that is presently used, and I think most of you are aware that it is in terms of an individual being in either B, A, or AA custody (having 25% of the sentence completed up to and including 5 years, being within a year of parole for sentences exceeding six years; not to have had a habitual discipline record while being institutionalized). We felt maybe we needed to define this a little more explicitly (not to have committed a crime of notoriety; not to have committed a crime of a sexual or narcotics nature; not to have been a habitual alcoholic and not to have a warrant or detainer on at the present time). We feel that possibly some revisions in this area are in order. It was generally the consensus of the group that the revisions should take into consideration the individual and that they should be relative to each individual and subject to individualized screening. Thank you.

Mr. Brewer

Thank you very much. I'd like to ask first if any members of the panel would like to react to any of these reports. If you would like to discuss any of the reports, we have a lot of material that came out in these summaries. I hope our recorder is working here; a lot of good material is coming out. Ned Miller, did you have any comments to make here?

Ned Miller, Correctional Program Advisor, Federal Bureau of Prisons and LEAA, U.S. Department of Justice

Yes, just a few here if I may. First of all, I would like to react to group IV. I would like to suggest one step further than has been mentioned with regard to the inmates being mentally prepared to go to a community release center or pre-release center. Why not take the inmates who are scheduled for the pre-release or the community treatment experience on a tour of the facility with which they are going to be involved during their last 90 or 120 days and do this a month or several weeks prior to their going to the centers. You can do certain things with video tapes, you can do certain things with individuals from the pre-release center coming to the institution talking about the program, but I think that being able to see it, being able to feel it, being able to smell it if you wish, and talking to some of the participants and counselors actually assists in mentally preparing the men for the centers. In mentioning this, I might tell you that

I've had some personal experiences with a program of this type for six months in a hospital where it had been implemented on a trial basis, and the reaction that we got from the inmates themselves after they had gone through the program was very positive. The reaction that we got from the staff was even more positive. We had gotten negative responses prior to that time indicating that the men, when they came to the center, were really not prepared, even though they had met certain goals and objectives in the institution in terms of training. But that wasn't enough. The transition was too abrupt. Next, I'd like to react to group I and group III. Concerning the matter of preparing the public, I will have to confess that I think we have done a rather poor job of really educating or selling the public on corrections. I fully realize that there are certain reasons for this and I am not going to go into them. I'm sure most of us know what the problems have been. However, the key to really getting the man back in the community is to use the involvement system, based on the premise that the walls came tumbling down. We realize that we need certain types of institutions, but we also have to develop this matter of alternatives to incarceration. And we have to prepare the public. We have done the greatest injustice, I feel, in terms of the news media (television, motion pictures, novels, what have you), and we need to rectify this, but we are going to have to do a lot of this ourselves. A number of us mentioned education in the institution. I think this has to be an on-going situation. There is one thing, however, that I would like to leave with you, and that is what we

mean by rehabilitation or correction of the offender? I personally feel that we haven't reached a specific case where we can really say what we mean. Do we mean that a man who is released from an institution as an ex-convict will be able to stay out longer than before, do we mean that the crime that he commits may be lesser offense than he committed before, or what do we really mean? We all deal with individuals who may have been involved in antisocial behavior for 6, 8, 10, 12, 15 years. We need to tell the public what it can realistically expect from corrections. I think that what has happened is that the public feels that, just like the medical model, the problem goes to the hospital and is taken care of. But do we really do the same thing in corrections? To some individuals, the matter of corrections is maybe an entire life thing. For others it may be a short stay; for others, community programs.

Mr. Brewer

Dr. Flynn, would you like to say anything?

Dr. Flynn

Well, there is reaction to groups I and III. We have to work on ourselves in terms of overcoming some of these barriers. I think the thing I had in mind was that we should differentiate the fact that we are a diverse lot in our programs and even in our various states. Usually the higher echelon level recognizes that we not only have to change but that



people have already changed. I think the leadership here in South Carolina really brings this home very clearly.

I'd like to point out one problem that we have encountered many times, usually in consultation. That is the attitude of the correctional staff. The ways we were running the institutions 30 years ago are not the ways we want to run them today. And yet, very often, we do. To get through to this type of individual is sometimes I would have to say impossible. The thing to do is to take a very close and severe look at our line staff and our professional staff. Education and staff development training sessions are essential and need attention. Then we have those who do not go along with the program simply because too much needs to be done at that level. I think we have to recognize that we have to rely on this staff to form the one-to-one relationship that was brought out many times during the conference. One recognizes the goals here are often unrealistic. The other comment I had was on group IV. The program of graduated reintegration is excellent. It has been working in a number of states and has been working very well. There is a series of programs that is implemented and sometimes intrainstitutional as most often a gradation comes out in terms of increasing freedoms and responsibility all reacting to a community through several phases. I think the key point to that is in maximum security we are removing any kind of disposition that a man has over himself. He has absolutely no choice. In terms of incorporating a pre-release program, I would like to start this on the street when the arrest

is made. You have to recognize the kind of impact when the officer picks a guy up with the decision that he has to bring him in. So this is really where rehabilitation should start.

Mr. Brewer

Thank you very much. In regard to Dr. Flynn's comment on staff development, I sometimes think our staff become more institutionalized perhaps than the people we serve, and we are talking about exposing the offender to these new programs and touring them and letting them see them and so forth. We should think a little about giving our staff who have to work in the lower divisional settings some experience to let them participate, because after all we know they are the people who are going to be interpreting the program to those who are in the institution. Mr. Nagel, would you like to add some comments?

William Nagel, Executive Director, The American Foundation,  
Philadelphia, Pennsylvania

Well, after sitting here for three days, I can only say what an old friend of mine used to say under similar circumstances, "my thumb's numb, mum." I think it would be a little redundant for me to say it over again. I thought to take some notes but the recorder seems to be working real well, so I'm only going to say two things. You're never going to change community attitudes. I'm convinced of the fact that the public will

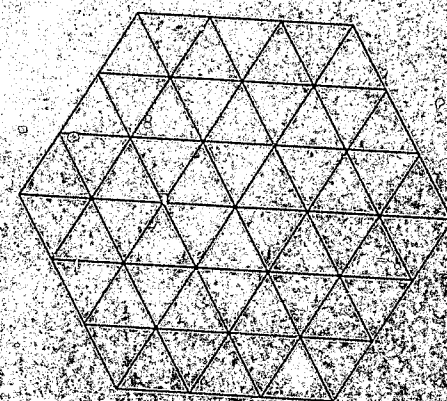
never love the ex-convict. So the real problem is within ourselves. The problem of leadership. Where there is leadership things happen and where there isn't leadership nothing happens. I'm positively convinced that the community in South Carolina is not a damn bit more enlightened than the community in Pennsylvania. And yet, South Carolina is doing things and Pennsylvania is not doing things. And the difference is leadership. I think that leadership is a factor that we don't like to look at much. And that's the ability to subordinate ourselves to the bigger purpose. One of these basic things has to happen if we're going to really move the program the way it has to move. You have to have organizational changes. Yet within our own little bureaucratic thing the people, the juvenile people, the adult people, work beautifully independently, but when they try to subordinate any of their interests to the total interests, then they have a pretty rough time. I think that in many cases we must subordinate interests and come up with some sensible reorganization of our whole professional thing. Now the other thing I wanted to talk about is a matter of coordination. A lot of you may not know about this, but for five years I worked in a government office in Pennsylvania, and my job was to coordinate 56,000 people with a little more than two billion dollars. I want to tell you that I wasn't very good at it, but it is the most particularly important thing in our field. Somehow or other we have to learn to bring the pluralism into a system that makes sense. I've heard this before, and you've heard me say this before, that there is nothing more pluralistic than a symphony director. If you

know anything about musicians, they're just as diverse as anybody in the world can be. Yet somehow, a symphony orchestra will adapt their strings to the total thing, the total purpose of making beautiful music. That's what we have to do.

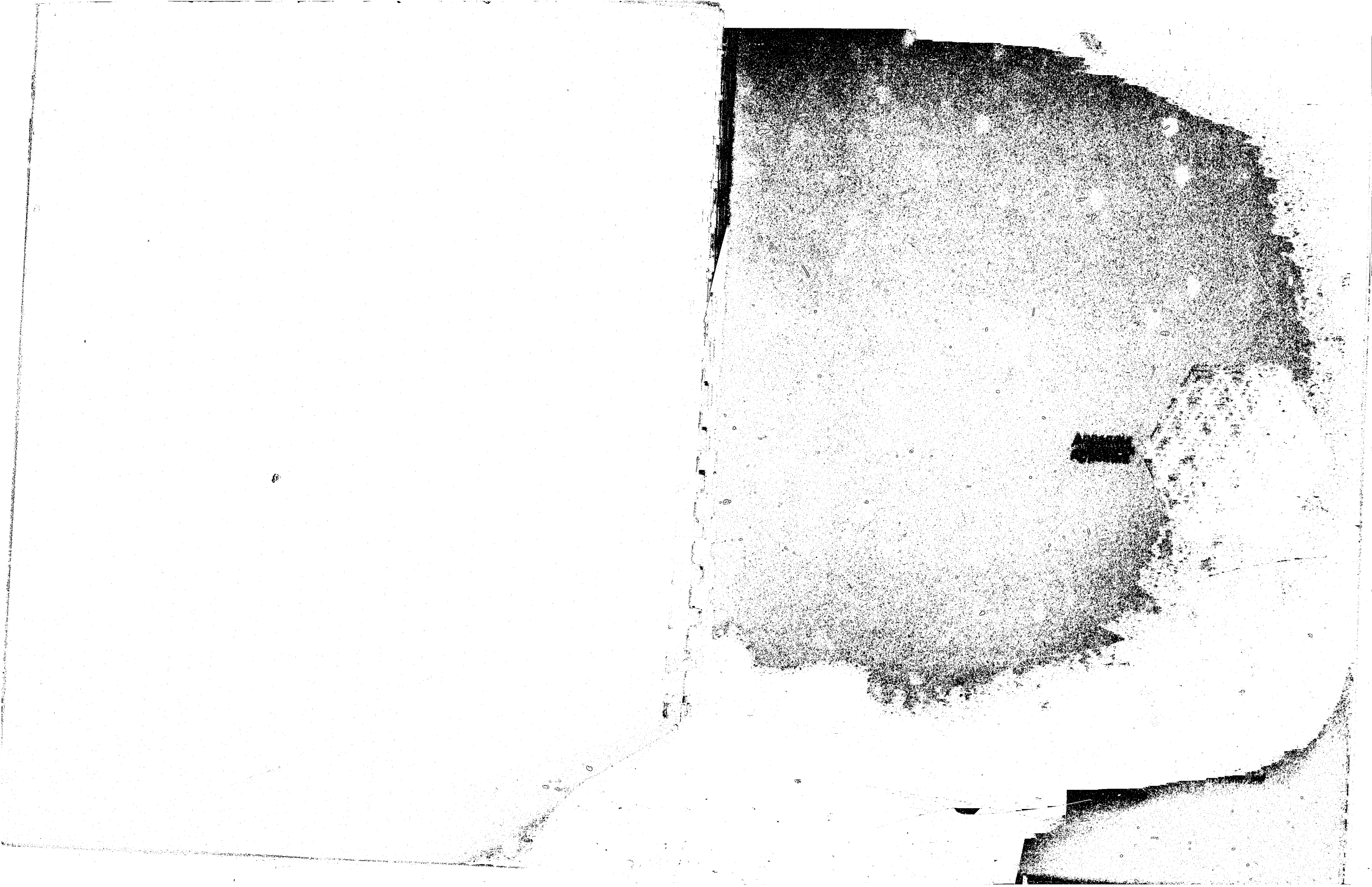
Mr. Brewer

I know you are all weary by now. However, if we have anyone in the audience who would like to react to the reactors, we would like to hear from you. I think that there are many themes running through this conference. I do think we have had a very good summary this morning, so I have no great urge to add anything myself. Do we have any other comments or questions? I would like to take this opportunity before I turn the chair over to Mr. Bishop, who has just a very brief matter of business for you, to sincerely express to everyone the tremendous job that Bill Leeke, his staff, Hugh Clements, Bill Campbell, and everyone has done in making this conference go. Any of you who had anything to do with planning and going through the first phase, the labor phase, of wondering if your speakers were going to arrive or not arrive and all the things that go on behind the scenes, I do appreciate not only how beautifully this conference has gone but the real depth of material that has come into it. And certainly we do want to thank every one of you. This is our first regionally sponsored state conference, and we know that South Carolina has had another first. We will evaluate it and use it and hope that other states will. So I do say I want to thank you and I want to thank all of you for your attendance.

Appendix









APPENDIX

P R O G R A M

... sessions in Holiday Inn (Downtown) unless otherwise indicated ...

TUESDAY - JULY 20

4:00- 6:00 p.m. Registration

WEDNESDAY - JULY 21

8:15- 9:00 a.m. Registration (continued)

9:00 a.m.- Noon Morning Session

Presiding: William D. Leeke, Director South Carolina Department of Corrections, Columbia

Welcoming Remarks

- Charles H. Bishop, Jr., Director, Southeastern Correctional Training Center, Institute of Government, University of Georgia, Athens, Georgia

Strategies for Mobilization and Effective Use of Community Resources

Moderator: Dr. Vernon Fox, Chairman, Department of Criminology, Florida State University, Tallahassee, Florida

Alternative to Incarceration

- Dr. Richard A. Chappell, Consultant, Institute of Government, University of Georgia, Athens, Georgia

Community Involvement in Correctional Institutions

- Ted Moore, Assistant Director, Alston Wilkes Society, Columbia

Transitional or Graduated Release Programs

- Bryan Riley, Director, Brooke House, Boston, Massachusetts

12:00 Noon Luncheon

Keynote Address

1:30- 5:00 p.m. Afternoon Session

Community Correctional Facilities: Planning, Design and Construction

- William Nagel, Executive Director, The American Foundation, Philadelphia, Pennsylvania

- Fred D. Moyer, Architect, Department of Architecture, College of Fine and Applied Arts, University of Illinois, Urbana, Illinois

- Dr. Edith E. Flynn, Sociologist, Interdisciplinary Research Group for the Planning and Design of Regional and Community Correctional Centers for Adults, Department of Architecture, College of Fine and Applied Arts, University of Illinois, Urbana, Illinois

3:00- 3:30 Refreshment break

Overview of South Carolina Community-Based Programs: Selection Criteria and Procedures; Center Operations; Community Involvement

5:00- 8:00 Tour - Coastal Community Pre-Release Center

THURSDAY - JULY 22

9:00 a.m.- Noon Morning Session

Presiding: Donald D. Brewer, Administrator, Corrections Division, Institute of Government, University of Georgia, Athens, Georgia

The Impact of Community-Based Corrections on ...

... The Community  
- Paul W. Bendt, President, Alston Wilkes Society, Charleston

... Corrections (Probation, parole, adult and juvenile)

- Grady A. Decell, State Director, South Carolina Department of Juvenile Corrections, Columbia

... Other Criminal Justice Agencies

- Carl R. Reasonover, Executive Director, Law Enforcement Assistance Programs, State Planning and Grant Division, Columbia

12:00 Noon Lunch (on your own)

1:30- 2:30 p.m. General Session

Offenders Reactions: Probation, Parole, Work Release

... South Carolina inmates  
Moderator: Dr. Hubert M. Clements, Assistant Director, South Carolina Department of Corrections, Columbia

2:30- 5:00 Task Groups

Group 1 - Overcoming Community Objections

Leader: Dr. Richard A. Chappell

Group 2 - Criteria for Evaluating Community-Based Programs

Leader: Dr. Edith Flynn

Group 3 - Barriers to Implementation

Leader: Charles H. Bishop, Jr.

Group 4 - Preparing the Offender to Participate in Community-Based Programs: Selection Criteria; Treatment and Training Needs; Professional Staff Development Needs

Leader: Grady A. Decell

5:00- 8:00 Tour - Coastal Community Pre-Release Center

FRIDAY - JULY 23

9:00-10:30 a.m. Reactor Panel for Group Reports

Moderator: Donald D. Brewer

Panelists:

- Miss Carol Blair, Program Specialist, Southeast Region, Law Enforcement Assistance Administration, Atlanta, Georgia; and William Nagel

10:30-10:45 Refreshment break

10:45- Noon Closing Session

Panel: Overcoming Barriers in the Implementation of Community-Based Corrections Programs

Moderator: Carol Blair

Panelists: Richard A. Chappell, Dr. Edith Flynn, and William D. Leeke

Summary and adjournment

**END**