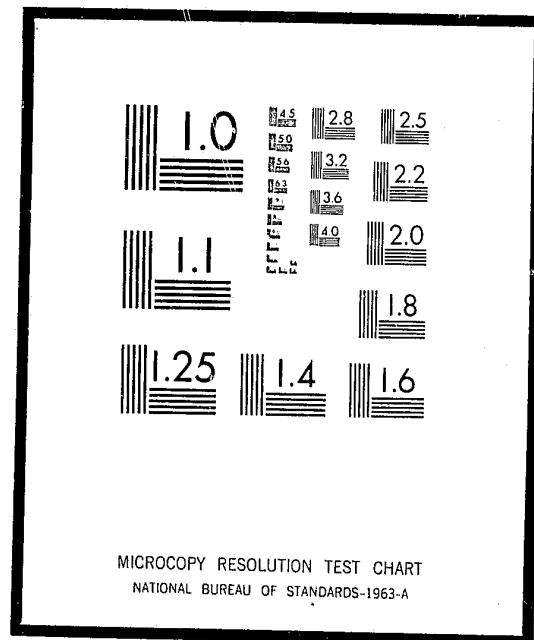


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## THE EMERGING ROLE OF CORRECTIONAL SERVICE AGENCIES



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## THE EMERGING ROLE OF CORRECTIONAL SERVICE AGENCIES

### THE RISE OF COMMUNITY-BASED CORRECTIONAL SYSTEMS

The presently increasing use of un-walled correctional institutions, halfway houses, forestry camps, community based clinics, work and educational release into the community, home furloughs, and pre-trial diversion, all point to the conclusion that prisons, as they have been known are close to the end of their usefulness. They will remain, in the future, only as vestiges of an outgrown system.

Throughout the United States today two-thirds of the convicted offenders who have been sentenced to imprisonment are under supervision in the community on probation with their prison sentences suspended or on parole after serving a portion of their sentences. This is exclusive of an increased number of institutionalized adult prisoners who work in the community, or go to school in the community but return to prison at the end of the day, or who are periodically allowed to go home for a day or more on furlough. Inevitably, all but possibly 3% , or less , who die in prison will be freed into the community eventually; most of them within a period of less than three years.

All this is consistent with a long term evolutionary trend that has seen the corporal punishments of an earlier day (the stocks and the pillory, branding and other bodily mutilations, flogging, and execution) replaced by the penitentiary which came into existence some 180 years ago as a humanitarian and intended corrective measure. The penitentiary system, itself, has been

intermittently modified ever since its origin. Within its walls the continuous solitary confinement of all prisoners soon gave way to confinement in individual cells at night with congregate work in shops during the day. The lockstep, convict stripes, and the rule of silence disappeared. The fixed, determinate sentence that could not be shortened was to some extent offset by the mark system developed by Maconochie which provided a graded scale of benefits within the prison. The Australian device of conditional release on ticket-of-leave foreshadowed the coming of the indeterminate sentence and parole; as did Crofton's development of a graded system in which a prisoner moved in stages from a walled type of institution to land reclamation work in the open. A new reformatory type prison, intended for the disciplined education of young adult, first-offenders emerged, only to be superceded by the rise and rapid extension of the use of probation which came to be thought especially appropriate for most youthful, first offenders. It is now obvious that offenders are not helped to cope acceptably with the demands of social living by isolating them from their families and friends and from the on-going life of their communities by putting them in institutions whose essential conditions are wholly unlike those in the communities to which offenders will return.

To be sure, the newly emerging procedures for dealing with offenders are experimental and they, also, will undergo modifications or even be discarded. Nor have even the most promising of them come yet into general use or acceptance

throughout the country. It is to be expected, also, that there will continue to be need for a few, specially staffed, high-security type, innovative institutions of some sort for a residual group of offenders who under present conditions are physically dangerous and uncontrollable and given to violent attacks on persons and physically destructive behavior. How to avoid their use to silence civil rights activists in prison, or to produce an undesirable variant of Alcatraz, may be a difficult problem to solve.

But the future of the major correctional effort is clearly in the community whose minimum behavior requirements offenders have been unable wholly to meet. Under conditions of some calculated and socially acceptable risk offenders must be encouraged and assisted to adapt to these norms although it must also be recognized that the norms, themselves, as represented by the criminal code, are in need of periodic review and possibly of revision.

Predictably the eagerness of some to "break down the walls" is not without resistance from others who believe there is too much risk involved in placing newly convicted offenders under supervision in the community. Further, many believe that justice requires some more obviously punitive measures to assure that those who behave unlawfully shall not gain advantage by doing so. No doubt there are occasions when punitive measures may be needed to prepare offenders and potential offenders to accept the necessity of correcting their law-violating tendencies by bringing home to them that such conduct arouses the solid and determined disapproval of the general community and will not willingly be tolerated. The common claim that

the punishment of offenders is useful as a deterrent to others, who might be on the verge of law violation, is not however as obviously justified as many suppose. In any event, whatever the rationale for punishment may be, it is possible that the need for punishment can be met without imprisonment, even as it came to be possible to do so without the corporal punishments that imprisonment replaced.

#### THE COMMUNITY'S STAKE IN THE CORRECTIONAL PROCESS

Community based correctional facilities necessarily require community understanding, effort, and participation. Indeed, the whole business of prevention, control, detection, and treatment of criminal behavior can only be carried on effectively with the support of an informed and involved public.

It is the public that determines what definitions of crime it will support and obey; to what extent, for example, it will support the laws that define as crimes, theft by shoplifting, thefts of linens from hotels, drunkenness in a public place, gambling, fornication, adultery, the possession of marihuana for personal use, or exceeding the auto speed driving limits.

Most crime becomes known to law enforcement agencies through reports from direct victims of crime or by witnesses and other informers. Arrests are made on the basis of information given by members of the general public; and convictions are obtained through evidence provided by citizens who testify to their knowledge in court.

It is legislators, responsive to public opinion, who provide or refuse to provide the authority and funds to support correctional services and programs. It is affected individuals or groups (neighborhoods, towns, labor unions, churches,

schools, businesses) that accept or reject offenders under supervision in the community on probation or parole, work release or furlough, and who permit or reject the establishment of clinics, halfway houses, and other correctional facilities in their neighborhoods.

Obviously corrective efforts are futile if those freed from supervision in the community cannot obtain housing, jobs, credit, licenses to drive a car or to engage in certain occupations, or are excluded from labor unions or civil service occupations.

In sum, the community determines whether the treatment of convicted offenders shall be primarily punitive or corrective in purpose and the degree to which the affected public accepts and assists the reassimilation of offenders into the total life of the community is a major determinant of the effectiveness of correctional procedures.

#### CORRECTIONAL SERVICE AGENCIES: THE BRIDGE BETWEEN CITIZENS AND CORRECTIONAL SYSTEMS

Here, then, is the natural and vital operational field for citizens' privately supported correctional service agencies. They are of the community. They are an agency of the organized leadership of the community for correctional services. They provide an essential communicative and interpretive function and an instrument for action, whose purpose is to assist in maintaining a decent society by fostering conditions, within and outside of official correctional systems, that may reduce delinquency and crime by helping offenders -- and, indeed, all people -- to understand and accept more fully and constructively the responsibilities

of citizenship as they relate to the definition and control of criminal behavior.

This is a broad, ideal, and, in any final sense an impossible commission that no correctional service agency by itself has the resources of wisdom, knowledge, and staff to do magnificently. But it can be done substantially and is well worth doing as the better equipped agencies have demonstrated. The hope is that there may be resources of staff, informed creativity, and increasing community support and involvement to assure continuing growth in the quality and range of correctional services.

Private, citizen supported, correctional services are of course no new thing. Many have acquired substantial foundations of community acceptance, continuing interest, and support. Various community groups in the English speaking world -- notably members of the Society of Friends (more commonly known as the Quakers) -- have been actively interested in prisoner welfare since the earliest days of general imprisonment as a punishment for crime. The need for jail reform made apparent by the impressive accumulation of factual data gathered by John Howard in the late 1700s and an active concern with the miseries of confinement evidenced by the prison visiting of Elizabeth Fry and her compatriots in England in the early 1800s left a persisting heritage of encouragement and direction to generations of citizens who came after. This has found expression in the rise of prison reform and prisoners' aid societies throughout the world, now federated in the International Prisoners' Aid Association as a means of sharing experiences, problems, and understanding.

The first organization for prison reform in the United States, established in 1787, was the Philadelphia Society for Alleviating the Miseries of Public Prisons of which the presently vigorous and active Pennsylvania Prison Society is its lineal

descendant. The original Society became the most effective agency for prison reform in its day. The Pennsylvania legislature, influenced by the Society, converted the old Walnut Street Jail into a prison in 1790 (the year of John Howard's death) and provided for the building of a new wing of thirty individual cells for the solitary confinement of "hardened and atrocious" offenders so that others might be better provided for in large rooms. Such an arrangement has necessarily to be evaluated in terms of what it replaced and with reference to the social system of its time.

Citizens in other states shortly organized prison societies of which those in Massachusetts (The Boston Prison Society founded in 1926) and New York (New York Prison Association founded in 1846) exerted a considerable humanitarian influence upon developing prison systems. It was the Rev. Dr. E. C. Wines, Secretary of the New York Prison Association, who organized the National Prison Association at a Congress held in Cincinnati in 1870. Renamed the American Prison Association and, later in 1954, the American Correction Association, it brings together at its national Congresses members of the Association and affiliated agencies engaged in correctional services including both officially designated public agencies and those privately organized and supported, of which the Correctional Service Federation of the U. S. A. is one.

The "Declaration of Principles", adopted by the Congress in 1870 and revised and reaffirmed by the Congresses of 1930 and 1960 consists of thirty-six statements that comprise a comprehensive, informed, and humanitarian set of standards as a guide to the correctional process. It is published as a preface to the more detailed, "Manual of Correctional Standards", to which officers of member agencies of the Correctional Service Federation were contributors.

No one would seriously maintain that the principles and the detailed standards for practice published in the "Declaration of Principles", and the "Manual" have been wholly or widely achieved. But they reflect the leadership standards in the American Correctional Association and are the basis for the Self-Rating Schedule designed to encourage and facilitate the improvement of correctional resources and management in accordance with such standards. Nor would any sensible person suppose that the principles and standards that may guide corrections -- no less than the actual practice -- should not continue to be under thoughtful review in a constantly and rapidly changing world.

#### VARIATIONS IN CORRECTIONAL SERVICE AND REFORM AGENCIES

There are, of course, different levels and degrees of reform running all the way from minor improvements and adjustments of agency emphasis and procedure to major changes in organizational structure, social inter-relationships, and the basic assumptions underlying existing systems or some major part of it viewed as "The Power Structure" or "The Establishment". The orientations of Correctional service agencies are spread along this continuum with the likelihood that those focusing most urgently on more fundamental changes may be found chiefly among the newer agencies that have come into being, either because of dissatisfaction with the methods and achievements of existing agencies or because a new type or level of need has appeared (the changed drug scene, for example) which neither they, nor other agencies, are able to meet satisfactorily for want of resources and knowledge.

The understandable pressure to "do something" to meet an intolerable situation favors correctional approaches whose value is unproven, using eager

staffs whose organizational and administrative capabilities may or may not be inadequate, whose interagency resources and support are likely to be minimal, and that may not be able to attract and hold the necessary operating personnel. Many of such newer agencies are short-lived, though some evolve into a more durable and substantial form, providing useful service as they gain experience and backing. In general, new agencies, whether they die in their infancy or come to maturity, may prod longer established correctional agencies into rethinking their aims and procedures and move them more quickly to improve their services that might otherwise have happened.

Correctional service agencies that have already demonstrated their durability, at a level of usefulness sufficient to attract continuing financial support, are often equally progressive and reformist in their orientation though possibly more sophisticated, cautious, and conservative in their procedures; believing it better to work within the existing system to bring about change than to attempt revolutionary methods. Nevertheless, partly because of their experience, and the weight, if not the extent of their community support, they are able to act both boldly and effectively when the importance of doing so, and the occasion, warrant.

The quality, as well as the emphasis, of the work of well-established correctional service agencies reflect the interests and aptitudes of agency executives and the Boards they assemble, with the result that correctional service agency efforts -- like those of any operating business, government, or other agency -- vary in type, scope, and effectiveness over a period of time. The work of any correctional service agency is, of course, responsive to situations, needs, and

opportunities as they emerge in its particular area at any particular period of time and these situations and opportunities may differ from those affecting other agencies in other areas. Over time, also, both the programs and the quality of agencies vary: the weak may become strong and, less frequently perhaps, the strong may lose their adaptability and with it some measure of their effectiveness.

The correctional service agencies that are members of the Correctional Service Federation - U.S.A., are among the better established, progressive, reform-oriented, autonomous correctional service agencies: autonomous, in this connection, meaning that correctional service is their sole or primary business rather than an aspect of a more general program such as that of various church denominations or such organizations as the Salvation Army or the Volunteers of America.

Like all non-profit welfare or educational agencies the members of the Correctional Service Federation - U.S.A. (hereafter referred to as CSF) are limited in their resources and in a period of rapid inflation they are confronted by serious financial problems in continuing their established programs. Though this puts them in danger of temptation to exchange their freedom for a mess of potage, a happier consequence has been the necessity for them to review the relative importance and effectiveness of the components of their programs.

#### WHAT IS THE CORRECTIONAL SERVICE FEDERATION - U. S. A. ?

The CSF-USA is the national organization of the independent, correctional service organizations developed and supported by citizens and having as their overall common objective to help direct offenders into useful and law-abiding patterns of life.

The goals of the Federation are to provide for communication and exchange of ideas among member agencies about their common problems and their programs; to serve as a clearing house for providing public information about volunteer correctional service agencies; and to encourage and assist the formation of agencies in areas where there are none.

The basic requirements for accredited membership of an agency in the Federation, here set forth in abridged form, are:

A responsible and informed governing body that holds regular meetings;

An adequate and professionally qualified staff;

The maintenance of active supportive and advisory relations with

other welfare and government agencies in the criminal justice

and corrections field;

Sound financial planning and independent auditing;

An internal organization with clearly defined Staff and

Board functions and relations;

Acceptance and support of the National Organization's program

for the improvement and extension of correctional services.

Currently there are 22 agencies united in the CSF. They are identified and briefly described in the "Directory of Correctional Service Agencies", obtainable for the Correctional Service Federation - U.S.A., 311 South Juniper Street, Philadelphia, Pennsylvania 19107.

The Correctional Service Federation - U.S.A. is an active affiliate of the International Prisoners' Aid Association.

### CORRECTIONAL SERVICE AGENCIES AT WORK

Collectively the CSF agencies are engaged in a wide range of activities, not all of which are carried on by every agency nor with the same emphasis in the agencies where similar programs exist. Currently one or more CSF agencies offer the following services or facilities:

#### Direct Pre and Post Adjudication Services

- Court pre-trial information
- Diagnostic clinics
- Post conviction legal aid
- Prison visiting
- In-prison employment and placement interviews
- Counseling: job placement, family, education
- Innovative demonstration programs in prison
- Volunteer teaching in academic, vocational, and recreational subjects in prisons
- Provision of equipment and supplies to prisoners
- Assistance to families of prisoners: Counseling, financial aid
- Service as volunteer probation and parole aides

#### Direct Re-entry Services

- Casework: Counseling, housing, job placement, family adjustment
- Legal aid
- Loans
- Residential rehabilitative services including special help for the mentally handicapped and for juveniles
- Halfway Houses
- Educational Day Care
- Drug Clinics
- Referral services
- Publication of guides to services for ex-prisoners

#### Indirect Services

- Recruiting and training volunteers
- Development of community-based treatment programs
- Consultation and survey research
- Monitoring correctional systems
- Sponsoring, supporting, and opposing legislation

Assisting states to assume new responsibilities

Public information and education:

- a) Through press releases, pamphlets, publication of journals, reports, and special studies
- b) Through radio and TV interviews and panel shows, speaking and teaching engagements
- c) Preparation of tapes and documentaries for teaching purposes

Encouraging responsible public involvement and action to improve correctional resources, facilities, and programs

Attention to the informational and educational needs of specific publics such as those associated with industry, schools, churches, and social work

The simple listing of these services does not, of course, give any clue to their adequacy either in terms of the extent to which they exist and meet specific needs in any given area or in terms of the quality of service rendered. How many of those needing counseling, a temporary residence, or legal service are being provided for? How satisfactory are the services?

Because states vary in the extent of their provision of halfway houses, counseling, job placement help, loans, and other resources the need for privately funded CSF agencies to supply them also varies. This is an important factor in determining the range of private agency programs in a given area. So also is the number of agencies in any given area already providing one or more specific types of assistance to prisoners and ex-prisoners in a manner that is incidental to some other primary task such as family service, children's aid, vocational rehabilitation, or the improvement of legal codes.

Direct personal assistance to men and women in prison and upon their release has been a common service of all correctional agencies. Prisoners without relatives or friends to visit them, prisoners needing counsel and, perhaps, a personal liason agent in such matters as post-release employment, education, housing, or family relations have regularly been accepted as a responsibility by CSF agencies.



Not infrequently prison visiting has been regularized through the organization of sponsorship programs which have provided not only friendly and informal visiting with inmates while they are in prison but a continuing contact after release with someone to talk to, someone who will listen, someone not limited by official policy and responsibility, who may be able to give guidance and other assistance in making the difficult adjustment to responsible living in the world beyond prison walls.

Although the courts are now required to provide legal counsel for defendants charged with crimes for which they might be imprisoned, there is no obligatory requirement that the services of an attorney be made available to assist prisoners with their post-adjudication legal problems not involving trial preparation. On occasion CSF agencies have made such services available to prisoners. For example, the Massachusetts Correctional Association, using a special grant, provided experienced counsel to aid prisoners in the state correctional institutions over a period of two years; a service now taken over by the Public Defender's Committee.

Inevitably prison visiting makes visitors and their sponsoring agency aware of the needs of prisoners for material goods not included in those provided by the state. These may range from stationery and postage stamps to books or vocational tools for individuals, or a TV set for a living unit. There may come an awareness of other opportunities that will encourage prisoner self-respect. Some agencies, for example, have organized public exhibitions, outside of the prisons, of inmate paintings or articles made avocationally by prisoners. These have served not only to provide modest sums for inmates (there are expenses attendant upon living in prison) but what is perhaps more important for the inmate artist or artisan, a sense of confidence, recognition, and achievement. And for the viewing public

there may come a new awareness of inmate potentialities and a modification of distorted stereotypes.

Services are not necessarily limited to inmates but may be extended to their families. The Special Social Service of New York works wholly with the children and families of offenders. The John Howard Association of Chicago, in 1972, began a Prisoner Family Project which trains volunteers to help the families of prisoners.

CSF agencies have invariably provided services to men and women released from prison, whether or not they were among those with whom the agency had direct contact while they were in prison. Normally agencies do not reach out to them, except by publicizing their availability and location to inmates of institutions, leaving it to those who need post-release assistance to come to them. Sometimes after this has happened the contact and assistance continues intermittently for years.

Some prisoners have homes to go to upon release and enough money saved from prison wages, or sales of avocationally made goods, to meet their needs until they are employed and begin to get pay-checks. Others may have neither funds nor supportive relatives or friends to meet their immediate essential needs. CSF agencies have long recognized the idiocy and the economic stupidity of spending an ever increasing average, now in the amount of about \$10,000 a year, on offenders while they are in prison, only to release them with funds insufficient to provide food and lodging -- much less suitable clothes, transportation to work, and other necessities -- until they begin to receive their first pay checks a week or two after they start work.

Men and women coming out of county jails have not normally been paid wages while they were incarcerated and jails commonly send them onto the streets

with no more than bus fare to the place from which they came; provided it is within the state. Those who have been confined in long-term prisons have probably received wages that average 50 cents a day; and unless they have been imprisoned for a longer than average time (something less than three years) they may not have more than \$100 left from earnings after deductions for expenses incurred in prison.

Prisoners without funds of their own may be given a small sum by the state when they are released. This so-called "gate money" is not usually available to those released from county jails. In the 42 states responding to an inquiry by Catherine Comp, Supervisor of Research for the Delaware Council on Crime and Justice in 1972, the most commonly reported maximum amounts given by the state to a prisoner upon release were \$50 (eleven states) and \$25 (ten states). The actual amount given is often less. North Carolina, for example, gives its maximum of \$25 only after fifteen years of imprisonment; it is \$15 for those released in 2-15 years. Tennessee gives \$25; but only \$20 if the offender is paroled. To note the "gate-money" permitted by the most generous states, in Vermont a prisoner earns \$5 a month up to \$200. Minnesota, Oregon, and Texas give \$100; and Washington \$50 a week for six weeks after release. This may be extended for an additional twenty weeks with approval of the Parole Office.

Most states provide prisoners released from state institutions (as distinct from county jails) with bus fare, clothes (generally a suit) or a clothes allowance (Female - \$15), (cost not to exceed \$40). A few provide supplementary assistance allowances or small loans (up to \$100), (up to \$60).

Of course, if prisoners were paid a standard wage for work in prison, with appropriate deductions for their own support and that of their dependents

outside, the need for "gate money" provided by the state on release would be unnecessary. For various reasons including opposition from industries and labor unions outside, as well as the internal problems associated with running prison industries, this sort of solution to the "gate money" problem is not likely to become readily available. The increasing use of work-release programs for prisoners is a partial remedy inasmuch as offenders released for work in the outside community -- usually during the last few months of their sentences -- earn standard wages that, even with deductions, may permit savings adequate for their immediate needs upon release as well as the additional possibility of continuing their pre-release employment. Work-release programs are likely to be extended and these, coupled with a tendency to use imprisonment only as a last resort, are likely to reduce the number of offenders needing emergency financial help upon release as distinct from a continuing need for loans for automobile purchase and other major items. But many inmates -- presently a majority of them -- are not eligible for work release nor are programs necessarily yet available for many who would be. For many of these the problem of finding necessary financial support upon release remains a critical problem.

Most private CSF agencies continue to give, at least emergency relief in cases of dire need. But no private agency has funds adequate to do much more than this and the tendency, of necessity, has been for them to limit direct financial assistance to extreme cases. The Massachusetts Correctional Association, for example, now budgets for this purpose less than 5% of what it once was able to set aside for this purpose. In general, CSF agencies are encouraging public welfare agencies to understand the problem better and to adapt their procedures to meet it more expeditiously than had been customary -- released prisoner clients are often not able to wait a week or two for an investigation to be completed by a

public agency. CSF agencies are also working with private family assistance societies and others that may be able and willing to take care of urgent needs upon referral.

Most CSF agencies continue to provide drop-in counseling, although staffs, even in the agencies that do not have to practice extreme frugality, are unlikely to be able to carry on adequate casework except for a very limited number of special cases; although casework should probably be an accompaniment of both counseling and financial assistance in most instances. There are, of course, a few CSF agencies whose emphasis is still upon casework service to clients.

CSF agencies increasingly seek to arouse those public tax-supported agencies whose staffs have specialized knowledge and skills, to recognize the unique problems of prisoners in obtaining employment, housing, licensing, bonding, union membership, and the like, and to provide suitable training for some of their employees so that they will be better able to deal with the handicaps of ex-prisoner clients. In some instances specially trained personnel in state employment offices or on parole staffs have been assigned to meet the job placement needs of prisoners.

To extend employment opportunities for ex-prisoners the Massachusetts Correctional Association, before special placement aid was provided by the state, arranged an exhibit at the maximum security institution at Walpole of prison-made goods from all of the state correctional institutions and invited representatives of labor unions and personnel managers in industries to an all-day conference at the prison. About 80 persons attended. They inspected the products on display, saw the men at work in the prison factories, had lunch with staff in the prison dining

room, and attended morning and afternoon meetings at which shop foremen, industry supervisors, and other prison staff members, the Commissioner of Correction and of Labor and Industries, and an ex-prisoner employed in outside industry, discussed the problems and advantages of employing the manpower resource represented by released prisoners, and answered questions from the invited guests. At the conclusion of the day-long conference personnel managers willing to receive a representative of the Massachusetts Correctional Association to discuss the possible employment of one or more specific prisoners, when any suitable for employment in a specific industry should become available, were asked to sign a card to that effect. Within a few months of the first meeting eleven industries that had not previously employed ex-prisoners had employed one or more.

#### INDIRECT SERVICES OF CORRECTIONAL SERVICE AGENCIES

Ever since the first prisoners' aid societies were formed they have been concerned with obtaining legislative support for what they consider desirable programs and policies. The Philadelphia, New York, and Boston societies were actively involved in the development of the penitentiary as a substitute for execution, other bodily punishments, and public degradation. The New York and Boston Societies engaged in a long and bitter discussion with the Philadelphia Society over the relative merits of the Pennsylvania and Auburn systems of prisoner management; and later the New York Society, supported by that in Boston, was especially active in the development of the first adult reformatory at Elmira, New York.

Currently CSF agencies are engaged in introducing and supporting

legislative action with reference to such matters as loan funds, credit unions, job placement services, prison wage scales, work-release and furlough opportunities, violent and unstable offenders, community based correction facilities, and many others important to specific states and situations. Some CSF Agencies systematically review proposed legislation with a view to taking a public position on matters of some significance and to presenting their views in person or by letter to legislative committees holding hearings on bills, or to other key government personnel.

EXTENDING PUBLIC UNDERSTANDING OF CORRECTIONAL PROGRAMS AND SYSTEMS

The quality of the correctional effort and the adequacy of correctional resources depends, ultimately, upon public willingness to support them. This is most likely to be given if there is public confidence in the professional judgment of correctional administrators and understanding of the rationale for specific correctional programs. Such understanding and acceptance comes about most readily if there is significant public participation in correctional programs as volunteers and if the planning of them is done in such a fashion as to provide opportunity for community discussion that will create a body of concerned citizens with an awareness of what is intended and why.

By their very nature CSF agencies, as representing an already generally informed and interested public, are in an admirable position to extend public understanding of the correctional enterprise and to provide a channel for focusing public interest and action towards improvement. CSF agencies have, in fact, been doing just this in a variety of ways ranging from participation in public discussions of significant matters of immediate concern, and the management of intensive small-group explorations of correctional problems, to continuous publication of studies, commentaries and informed viewpoints

in established and regularly issued publications of CSF agencies.

ADMINISTRATIVE PROBLEMS OF CORRECTIONAL SERVICE AGENCIES

Many of the administrative tasks that confront CSF agencies as they do their work are common to nearly all private, non-profit welfare agencies; namely, assembling a knowledgeable and active governing Board whose members will give sufficient time, as well as their respective talents, to their task; recruiting and holding a competent and dedicated staff with minimum turnover; obtaining reasonably adequate and predictable funding; and developing a broad base of public interest, understanding, support, and involvement in the agency's program, policies, and underlying assumptions about what it is trying to do and how it proposes to do it.

In some ways, however, CSF agencies face situations less common to other agencies concerned with public welfare. The direct clientel of CSF agencies are much less likely to arouse public sympathy for their difficulties than are the clients of agencies serving children, the elderly, the poor, or the sick. When tax and gift monies are hard to come by, who would give preference to providing services to prisoners and ex-prisoners - offenders who may have been involved in muggings, burglaries, robberies, or other unlawful behavior that is especially damned because it is not only immoral, but worse, ill-mannered? Who, indeed, would spend money on such as these when families are occupying unliveable, rat-infested dwellings lacking heat and plumbing and whose children go to school without meals?

The situation of welfare clients is often one capable of arousing strong emotions, not always favorable because of a tendency of some to overemphasize

and misunderstand the extent of welfare "chiseling". Nevertheless there is general agreement that, somehow, people really in need of food, shelter, medical, and protective services should receive them, whereas offenders are more likely to be thought to deserve the miseries and misfortunes which they are presumed to have brought upon themselves by harming others who are innocent. Further they ought to be restricted and supervised because they pose a risk to both the law-abiding and those who, though they do violate the laws, do so decently and without frightening others. Hence ex-prisoners confront difficulties in finding housing, employment, or in obtaining necessary licenses to drive an automobile, or to carry on a trade -- to mention only a few of the obstacles that confront them. It may also be that they do not wish to "correct", or be subject to pressure to "correct" their lawful, but sometimes unconventional behavior patterns and manner of dress, that are, nevertheless, justifiably or not, handicapping factors to re-entry and acceptance in the social system as it is. Consequently those who try to help them have to do so in ways that are less likely to bring satisfying appreciation from either clients or the general public than that which usually comes to those who help the elderly, the poor, or the sick.

#### THE OPERATIVE COMMUNITY CONTEXT OF CSF AGENCIES

Outside the membership of the CSF-USA a multitude of agencies provide services of one kind or another to offenders and their families. Some of these do so as part of a much broader program of welfare while others have come into being solely to provide a specific and limited service for a particular clientele: wives of inmates, non-English speaking offenders, etc. Such agencies, together with those that are part of the state's correctional system, provide resources which CSF agencies often use through referrals. But referrals do not operate on a one-way

street; CSF agencies are also called upon for service to clients whose first contact has been with some other type of agency.

In other words CSF agencies work within a context of interacting and potentially mutually supportive private and public correctional service agencies. How each of these performs may, to a considerable degree, depend upon the adequacy, quality, and balance of the total network of welfare services in a given area.

Without pretense of providing a systematic and rigorously researched study, several experienced CSF agency executives have given their personal, thoughtfully considered commentaries on the situations within which they operate. The Executive Director of the Wisconsin Correctional Service reports that:

"Wisconsin does not have a large inmate population and probation is used in approximately 85 - 90 percent of all cases tried. . .

"What we are seeing in Wisconsin is an attempt, whenever possible, not to use commitment but instead to use probation and parole or divert from the criminal justice system completely.

"For the returning offender we have a variety of programs which include halfway house residences, day-care programs or special self-help programs. These community-based programs have formed an association which . . . helps set standards among the various services in dealing with problems of purchase of service and revenue sharing.

"You asked, specifically, if some of the programs are 'window dressing'. I would have to agree that many are. We have one program that works primarily with inner-city veterans, which from all my information is somewhat of a sham. It's a high-priced program with few clientele that attempts to use other individuals' statistics as proof of their viability. Some of the halfway houses are equally ill-suited and admit that a major part of their time is in public relations, in an attempt to gain further financial support rather than to deliver services.

"If it seems I am somewhat self-righteous in my attitude, this is because programs sponsored by Wisconsin Correctional Service are for the most part needed and important services for the returning offender. In addition, such services as loans, clemency

pleas, special counseling, employment services as well as civil-legal matters exist in our program. Our agency is planning to open a halfway house but has not been successful, partly because of political opposition in the area in which we are attempting to locate the halfway house. I am not certain how the situation is nationally, but the greatest difficulty we see is the acceptance of programs, particularly residential programs in the areas that profess liberality but are in no way interested in having a program located in their neighborhood. If I were to evaluate some of the correctional programs, the majority of which are funded through the LEAA Program, I would criticize their estimate of the problem which often is exaggerated. For example, the projected number of addicts in the inner city based on army statistics which have since been refuted are doubtful in nature. Then, too, I see a change in some of the OEO Programs which are casually crossing out the word 'economic deprivation or poverty' and inserting 'pre-adolescent problems' thus hoping to open the LEAA trough for their troubled programs...

"Until September 1st of this year, we sponsored a program called Felons and Community Together (FACT), this was a self-help program we began, in 1970, by hiring ex-offenders under the assumption that the commonality of their experience would aid in their rehabilitation and sense of self-discovery. The program, frankly, had limited success due to perhaps our own failure to hire more stable ex-offenders. The old concept of an ex-offender being the only one who can understand an ex-offender is waring somewhat thin, and I have found that not too infrequently the ex-offender generalizes from his own experiences and is unable to provide a strong degree of direction.

"I frankly feel that the way to a future for Wisconsin Correctional Service and other agencies is the emphasis we are placing on our pre-trial diversion programs. Helping to structure a program that can meet the variety of needs an offender has before commitment is often more valuable than service to an ex-offender who in a sense has done his time and wants a sense of freedom, even if he fails. The danger of diversion programs, of course, is that once offered there is a tendency for the court - should the offender again find himself in difficulty - to be particularly harsh in that he has been 'given a chance'. We have not found this always true, however, and in most cases are able to offer alternatives to our alternative program, that will still allow the offender to remain in the community...

"We have not had a great impact on misdemeanants before our courts though we are attempting to remedy that situation in the small communities where our Court Services Programs will provide bail information and evaluation of every offender who enters a jail.

"It's becoming trite to criticize the criminal justice system as not being a system but rather three separate entities which would be police, courts, and corrections. I know of no program that has tied successfully all these elements together and can only indicate that our most successful programs have been those which at least combine the courts with corrections where we can use the impact of the court in directing a treatment plan.

"Our Governor's Task Force recommendations included closing our major institutions within a reasonable time meanwhile allowing community corrections to develop into an alternative form of treatment. There has been much resistance on the part of the Division, of course, and as of late they are attempting to do something in the community primarily to open small institutions which are considered halfway houses but in my view are far from adequate in the scope of their services...

"In fairness to our state institutions, I think we are now generally seeing in them a different type of prisoner, one who displays a great deal of pathology, one who has been given generally some chance on parole or probation, who is not necessarily dangerous but becomes socially unaccepted for his continued criminal activity. I firmly believe that 80 per cent of those in our institutions, today, could best be served in the community. They are in no way a physical threat to anyone's safety and institutional rehabilitation efforts are for naught primarily because such rehabilitation seems to be more dependent on the individual's own skills prior to entering the institution and to what type of familial surroundings he is returning to upon his release...

"Our philosophy that a good street program can be as constructive and rehabilitative as a prison sentence is beginning to make sense and our efforts are paying off."

The Executive Director of the John Howard Association in Chicago provides an annotated social service guide for ex-offenders and supplements it with the information that:

"A number of new agencies, mainly ex-offender groups, have sprung up in recent years, some aided by us...

"The Association has helped the state assume greater responsibility for released offenders, including dischargees coming out without parole (conditional release), and with this trend, plus the private agency developments outlined above, the Association is getting out of the direct service business except for the Prisoner Family Project."

"John Howard Association will be concentrating more of its efforts in the public information/citizen involvement and action area."

The Executive Director of the St. Louis Bureau for Men responded to this study's inquiry as follows:

"I think the most provocative aspect of your inquiry is in regard to the needs of released offenders. In attempting to respond to your letter I realized I do not know (nor do I think anyone else does) how many offenders return to the St. Louis area periodically nor what they need to increase the likelihood of a successful return. We do know there are a number of agencies providing service to offenders. Some are duplicative, some are superficial, some are individual or a group and some provide appropriate, necessary and effective services. (Obviously the St. Louis Bureau for Men is in the latter category.)"

"There has been a proliferation of new agencies and organizations concerned with service to offenders, locally and nation wide. They have surfaced coincidentally with the federal funding of the Safe Streets and Omnibus Crime Control Act. I seriously question their validity and their staying power."

"I think I can best answer your inquiry with the proposal that each metropolitan area should develop an inventory of 1) offender returnees, from all jurisdictional levels; 2) needs of offenders, specific and general; 3) available services matched against needs and 4) a precise determination of the unmet needs of offender returnees."

The Executive Director of P.A.C.E. (Public Action in Correctional Effort) says that:

"Excell, a federally funded agency has just been forced to close its doors after a very effective program for ex-offenders, leaving a serious void which less generously funded private agencies are attempting to fill. P.A.C.E., the organization I serve as Executive Director assists ex-offenders with housing, employment, and with modest sums of money, travel expense and clothing (a brief account is attached.)"

"There are in Indiana several other volunteer groups assisting ex-offenders, but with small resources and therefore, only modest effectiveness."

"Lilly Endowment has more recently funded programs which provide services to ex-offenders, helping to develop a climate in Indiana which may provide additional citizen support."

"Work release program plans are being expanded by the Governor in the Department of Correction. The Criminal Justice and Planning Agency is a very cooperative partner."

"There is a growing willingness on the part of business and industry to employ ex-offenders. P.A.C.E. is developing a special thrust to further commit industry to employ a larger percentage of ex-offenders, presently arranging with one of our state institutions to schedule employment interviews 'inside the walls'."

The Assistant to the Executive Director of the Bureau of Rehabilitation of the National Capital Area provides the following commentary on resources available to released offenders:

"The re-entry of former offenders to the D.C. community is facilitated by a complex of 13 halfway houses and a number of aftercare programs especially for offenders with narcotic addiction problems. The Bureau of Rehabilitation itself operates five halfway houses, a neighborhood clinic for addicts, and a large aftercare unit for those committed under Title II of the Narcotic Addict Rehabilitation Act. Under an extension of the NARA Act our Drug Dependent Probation and Parole Unit serves as an alternative to incarceration as well as a treatment resource for those under supervision. We also render case work and related assistance to those awaiting trial or released at expiration of sentence."

"Our view of the resources for offenders is that they are of sufficient variety but are not always available to all who need them, and in many instances lack coordination and follow through. A dozen or more agencies can be working with an offender and his family without the others knowing it. There is the age-old problem of institution and community programs being viewed and conducted as if separate and unrelated. Differences in philosophy and attitudes among the various components of the criminal justice system make an effective and rational approach virtually impossible. Attempts to correct this situation have met with limited success at best, and at times, have exacerbated the problem."

"The employment situation for offenders continues to be an especially serious problem. There is little in the way of coordination and cooperation among the various public and private agencies committed to serve the offender. The business community and labor organizations have yet to realize their stake in the training and employment of offenders."

"A recent study of vocational programs concluded they left much to be desired in all aspects of manpower development and utilization. Our own agency efforts, with seven Job Developers and a Vocational



Coordinator have not made an impact on the higher paying, career level job market. The local and federal governments continue to drag their feet; and while a criminal record is reportedly no barrier to public employment, in practice the former offender, especially if he has a drug history, has almost no chance of working for the government."

The Executive Director of the Delaware Council on Crime and Justice

notes that:

"In Delaware, the pre-release program is a haphazard catch-as-catch-can operation which almost operates on an individual basis due to the uniqueness of our releasing process and the small number of people released on parole. Economic resources were recently stimulated through LEAA and, technically, Delaware qualified with LEAA in providing release funds to inmates, as an innovation, since none had previously been provided - not even the stereotyped new suit and \$10. However, it should be noted that this program was an absolute failure, the reasons for which we have inquired into. We found that the eligibility and procedural processes to be undertaken by an inmate negated, for all practical purposes, any inmate's ability to receive any funds under the program. The administration then turned around and stated that, obviously, funds were unnecessary since no one had applied. It is hoped that we will be able to resolve this matter in the near future."

From the Staff Sociologist of the Pennsylvania Prison Society comes

this description of after-care resources in Philadelphia:

"The real extent of after-care services in Philadelphia remains a mystery. A year ago the Prison Society sought unsuccessfully to get funding for a major survey which would have followed some 750 prisoners for the first six months following their release. Perhaps we shall yet conduct such a study for it would shed valuable light on the overlap of public and private after-care programs and on lacunae not now visible.

"This is the picture in brief. First, the practice of providing gate money seems to have nearly died out. The money a person has on the prison books is all he usually leaves with. A Prison Society study found that 20% of the Philadelphia County inmates left with no money whatsoever. The average figure was \$2.50.

"Pre-release counseling is unknown in the three county prisons but is a part of the community-treatment centers program at state institutions for those inmates being released to a state center.

"The principal after-care agency is the City's Probation Department which receives persons directly from prison on both probation and parole. Caseloads are still over 100:1 but recent LEAA grants have had an impact on setting up a number of specialized probation units: psychiatric, drug, alcohol, in addition to certain new units providing service to most or all probationers -- intake, employment, etc. It is still too early to assess the calibre of these services although it does appear that the personnel practices of the past three years have brought in a number of effective and interested workers.

"On the private side there is the Prison Society which provides emergency assistance to 1000 to 1200 persons a year. We are dissatisfied with this service and are in the process of restructuring it. Our usual client has been out of jail less than two days and is requesting financial assistance. Our average grant runs on the order of \$8.00. Referral to the welfare office is usually given simultaneously.

"For a few state prisoners we have a special contractual arrangement with the Board of Parole under which we offer to act as a parole sponsor and to find housing and employment for persons unable to put together satisfactory parole plans.

"There are several other private agencies with somewhat smaller programs which provide individual assistance and casework to small numbers of persons. Recently workers from each of these agencies have started to meet periodically as a group to discuss common problems.

"Post-release employment appears to be the central unresolved problem for Philadelphia ex-inmates. The Public Offender Program operating within the Bureau of Employment Security placed 400-500 ex-offenders a year and is the principal referral agency. Nevertheless, unemployment among ex-offenders probably runs at 40% according to informed sources here.

"Until recently, housing was a pressing problem. The halfway house movement has not taken hold in Philadelphia. Now the Salvation Army has converted its "Red Shield" (military club) into a very large halfway house with accommodations for up to 150 persons.

"This brief description may appear sketchy, but it probably reflects accurately the still largely uncoordinated after-care section in Philadelphia."

Concerning re-entry resources for ex-prisoners in New Jersey the

Executive Director of the New Jersey Association on Correction reports:



"Briefly, things are presently in a deplorable but significantly improving posture. State Prison inmates are still being released by the hundreds with as little as \$25 in gate money and only token support by overburdened parole offices. It can be even worse for inmates released from county lock-ups and workhouses (yes, we still have some of those). But there is serious movement on many fronts to improve re-entry.

"Our own Association runs two comprehensive re-entry programs, based on halfway houses in Trenton and New Brunswick and a volunteer sponsor project, Man-to-Man, which will deal with all offenders from Newark wherever incarcerated. At least five other halfway house programs are in the process of development by private citizen groups with our assistance.

"The state Division of Correction and Parole is in the process of establishing four community pre-release centers for 50 men each.

"The State Department of Labor has established a Manpower-Corrections project which has a statewide staff of 30 job developers and placement specialists working both in the institutions and in the communities.

"The Association, Manpower-Corrections, State Chamber of Commerce, NAB, State AFL-CIO, NCCD, Rutgers Labor-Management Institute, etc. are co-sponsoring a Governor's Conference on Employment of the Ex-Offender for top executives of the state's 100 largest employers.

"The co-sponsors of that conference, in addition to other penal reform groups, are pushing for passage by the legislature of a package of bills that would eliminate virtually all licensing and civil service barriers to employment of ex-offenders.

"A similar effort is being made to remove unwarranted restrictions on work-release participation for both state and county inmates.

"A new school district has been established within the Department of Institutions and Agencies -- with initial emphasis on the state prison and youth correction facilities -- to prepare inmate students with the necessary basic reading and math skills to graduate from institutional job-training programs with certifiable entry-level job skills tailored to current job market needs.

"Significantly, all of these efforts to break the link between high unemployment and high recidivism are strongly supported by the State Law Enforcement Planning Agency, New Jersey's conduit for federal Safe Streets Act funds.

"Complimentary efforts to develop vastly improved juvenile diversion programs throughout the state should make the overall re-entry task somewhat less awesome within the next three-to-five years.

"In short, there is too much to be done, too few professionals and volunteers, too little public understanding, too few dollars being committed to promise a solution in the near future. But we are moving toward a correction system based on preparation of inmates for the world of work and economic self-sufficiency, development of a job delivery network, greater use of and participation by existing in-community social service agencies.

"We expect that much of this will be embedded as policy and law in a new parole reform bill to be offered in the 1974 session of the Legislature. Our own Board of Directors is embarked on a major parole study and recommendation which will be offered to the appropriate legislative committees this Fall."

From the Osborne Association in New York City its Vocational Counselor

writes:

"Based on the information I acquire from our clients concerning institutional programs the following can be said of these services. First, services relating to preparing a man for work are quite meager. Many of our clients who come to us upon their release are unfamiliar with what work requires (e.g. job and employer demands). Second, the training an individual receives while incarcerated is often provided on obsolete equipment or in areas which provide little job opportunity on the outside. Finally, many of our clients receive little or no information pertaining to agencies they should contact upon their release for assistance with particular problems. If an individual is released from a New York State Correctional Facility he receives \$40 gate money plus any funds he might have saved from working in the Industries. On the other hand he receives only \$1 if released from the New York City Correctional Institution for Men. For a man having no family to whom to return, this gate money represents his worldly possessions. Without any knowledge of where to go for help it becomes a difficult matter to go straight.

"As to available inexpensive services (fee based on ability to pay) upon release the ex-offender can obtain from various private and government agencies one or more of the following: vocational testing, vocational educational counseling, family counseling, psychiatric treatment, alcohol and drug treatment, medical treatment, job and training placement, and legal assistance. The duration of these services is relatively long-term i.e. they continue until resolution of the problem.

"Other services such as financial and residence assistance are available on a limited basis, i.e. amount of loan is small and usual length

of residence assistance ranges from 1 day to 2 weeks. Since many of the individuals who seek our assistance in the course of a year have neither a place to stay nor any funds these two problems are of grave importance...

"Because most agencies working with ex-offenders do not provide a complete line of services but rather a piece-meal approach, the only realistic procedure would be to combine these services into one program. This would prevent the endless referrals from one agency to another which clients too often encounter and which turn many away.."

The Massachusetts Correctional Association: provides assistance to offenders through counseling and referral services; support of improved correctional procedures through legislation, special projects, and study commissions; public education through publications and the communications media; and survey research and publication.

The following commentary on the context within which the MCA works was prepared by Brad Pearson of the Massachusetts Correctional Association:

"In many areas of urban concentration (Fall River/New Bedford, Worcester and Springfield), the establishment of viable service delivery agencies is only beginning. Most of the agencies for service to offenders and ex-offenders, are located in the metropolitan Boston area...

"In terms of juveniles, almost all of the state's pre-trial detention centers and post-conviction confinement facilities have been closed. The rationale was 1) to firmly establish a trend away from institutionalization and 2) to force community agencies, under purchase-of-service contracts, to assume responsibility for the treatment of juvenile offenders.

"Effective implementation of this philosophy was damaged by the speed with which the institutions were closed. There were simply not enough private agencies, with or without competent staffs and programs, to assume the immediate responsibility for community treatment. Additionally, the Division of Youth Services frequently failed to follow through on its commitments to fund the private agencies for services rendered. Only now are the administrative problems beginning to be untangled. In the meantime, clients have suffered because many private agencies have been forced to either close or curtail their programs due to a lack of funds. The outlook for the future looks somewhat brighter, however, as DYS is beginning to evaluate and pay for the services it purchased.

"One example of an agency that has been able to maintain its effectiveness during this difficult transition period is DARE, Inc.: a privately owned complex of residential community treatment centers that was started in 1964. Long before de-institutionalization, DARE was providing flexible and individualized services to male and female clients...

"On the adult level, one has to distinguish between what is currently available:

1. at the pre-trial, pre-release and post-release stages.
2. at the state and county levels.
3. for males as opposed to females.

"The Boston Court Resources Project is a viable pre-trial diversion program working in seven metropolitan Boston District Courts, that in 1972, received 440 referrals and serviced 350 clients. It assists the youthful offender (ages 17-26) through a non-residential program of extensive and intensive counseling over a three-month period.

"Expansion of realistic pre-trial diversion programs would allow judges greater flexibility in sentencing, especially if probation department staffs were concurrently and significantly increased.

"The degree to which pre-release, community-oriented programs are available in county institutions varies enormously. Uniform standards regarding work and educational release, furloughs and pre-release counseling are either non-existent or are applied in an arbitrary manner...

"While the Norfolk County House of Correction was the first to make extensive, contemporary use of work-release provisions, Worcester, Middlesex and Suffolk counties are now allowing substantial numbers of inmates to work within the surrounding communities.

"At the Suffolk County (Deer Island) House of Correction, despite the bleak physical facility, two programs show unusual promise.

1. The Massachusetts Correctional Association, funded by the Mayor's Safe Streets Advisory Act Committee, has been running a demonstration classification project in an effort to improve that institution's inadequate record system and provide a more rational basis for administrative decisions affecting pre-release programs and parole recommendations. It is an infinitely more sophisticated system than that employed by the other counties.

2. Massachusetts Halfway-Houses, Inc., funded also by the Mayor's Safe Streets Advisory Act Committee, operates the Boston Offender Service Project. Since it began, in 1972, it has provided counseling and financial assistance to 183 post-releases, 70 men on furlough, 25 on work release and 6 on educational release. No other program in any county comes close to providing this service for inmates at their institution.

"The quality and quantity of community-oriented programs in the state institutions is, as of this writing, much more uniform and vastly superior to those available on the county level. Work and educational release are more widely used, furloughs more frequent, and private organizations do extensive pre-release counseling. Examples of such agencies are the Protestant Fellowship at Norfolk, Self Development Group at Concord and Framingham, and the Peaceful Movement Committee at Concord. (It should be noted that pre-release counseling is a legitimate, but sadly neglected, function of the public sector. Those men and women, the vast majority, who do not find 'room in the inn' at one of the pre-release centers, do not have any clear conception of what the outside community is really like until they are confronted with its harsh realities..."

"Parole, an obvious source of potential support and guidance, is hampered by an inadequate budget (not rising proportionately to the increasing number of parolees) and resulting staff shortages..."

"This leaves the burden of responsibility on the released offender to recognize his or her needs and to locate the public and private agencies that might be able to satisfy those needs. It is an unenviable situation for the released offender and a sad and sorry commentary on society.

"In 1972, the Massachusetts Correctional Association and Massachusetts Halfway-Houses, Inc., combined to publish 'A Guide to Services for Ex-Offenders in the Greater Boston Area'. This publication, and other similar documents, are helpful in locating potential resources.

"But do I, just released from a county institution or a state facility, have the time and energy to identify which of these resources produce what they promise and to endure the agency shuffle that almost inevitably occurs during that process? Do I have faith in the public sector, a component of which has confined me?"

"The Massachusetts Rehabilitation Commission, only after a time-consuming and often frustrating screening process, holds out the hope of assistance. The Department of Public Welfare maintains a Homeless Man Section that can, providing a male has a potential job or home, offer \$30, in emergency relief. Equivalent services are not offered for female ex-offenders and, additionally, it is axiomatic that money is not the root of all rehabilitation. The Division of Employment Security contains a Law-Offender Team, but anyone who has tried to obtain employment

for an ex-offender knows how difficult that task can be. The Division of Legal Medicine provides psychiatric assistance, but most ex-offenders are skeptical of psychiatry and question the confidentiality of anything they might confide.

"Do I have faith in the private sector? There is a 'grapevine' within the institutions which very quickly conveys to inmates what they can, and cannot, expect in the way of direct service from private agencies. Often the emphasis is on 'cannot'.

"The Boston Offender Service Project, mentioned above, is an exception to this rule, but it can only deal with clients from the Suffolk County House of Correction.

"The Self-Development Group in Boston, uninhibited by geographical restrictions, does, because of financial limitations, specialize in reality counseling with crisis cash available where appropriate.

"Meanwhile, the Massachusetts Society for the Aid to Discharged Prisoners, an agency that for many years provided ex-offenders with emergency financial aid, ceased its direct service activity on January 26, 1973. With assets of nearly one third of a million dollars, this agency is the sleeping giant of the private agencies..."

#### THE POINT OF VIEW OF RELATED OFFICIAL CORRECTIONAL SYSTEM ADMINISTRATORS

The responsibilities of State Departments of Correction include a primary and prerequisite emphasis on custody which, to some extent, may be in conflict with correctional efforts. It also has its effect on staffing and inter-staff relations. State managed correctional systems, as agencies of the state government, are more subject to political considerations and pressures than are private agencies. Nor do their clients come to them of their own volition.

Correctional service facilities and policies of state governments vary considerably; probably more than do those offered by CSF agencies. In part this is because CSF agencies are established and working in metropolitan areas whereas state agencies of correction, probation, and parole operate on a state-wide basis and their programs and facilities necessarily reflect the considerable

difference in population characteristics and distribution among states and within any state.

Consider, for example, the possible effect on correctional systems of the differences suggested by these data:

State	Population per Square Mile	Land Area (Square miles)	Total Population
Alaska	0.5 persons	566,000	302,000
California	127.6 "	156,000	20,000,000
New York	381.3 "	47,000	18,300,000
Rhode Island	905.5 "	165	950,000

Nevertheless, state correctional systems are part of the total complex of correctional services and, indeed, in some areas where there are no significantly strong private correctional agencies, they provide the only correctional facilities and services. For this reason, the point of view of state correctional administrators is important for those concerned with the operation and development of private correctional service agencies and with their relation to State operated facilities.

The commentaries by state correctional administrators that follow, though referring only to situations in the states of Washington, Florida, South Carolina and Maine, are thoughtful and informative.

From the State of Washington the Acting Administrator of Adult Correctional Services writes:

"There is in the State of Washington no statewide prisoner aid society. There are consequently many local organizations scattered haphazardly throughout the state. Many of these are 'sparkplugged' by a concerned individual and their success and longevity may depend entirely upon the personality of such an individual. Some are functioning on a financial shoestring and are usually on the brink of financial disaster. There are within the state several residential treatment centers for drug abusers and alcoholics. There are one or two missions and also one or two not religiously oriented 'drop-in' centers which particularly focus on the needs of offenders.

"Functioning primarily in the Seattle-Tacoma area is an organization called Job Therapy. The Director, a former minister, recruits individuals to serve as sponsors, to correspond with and visit residents of Adult Correctional Institutions who have no family ties.

They also have been of assistance in job finding for residents preparing for parole or approved for work release.

"Several of the community colleges of the State and the University of Washington have been extremely cooperative in accepting prisoners on training release making available to them special programs and resources for minorities and/or underprivileged. Special supervision has been provided to meet the requirements of our training release law so that some of our training releasees are housed on campus in dormitories.

"Perhaps the greatest need in the State of Washington to more effectively mitigate the problems faced by offenders returning to the community would be a strongly supported financially solvent state-wide prisoner aid society that could coordinate the presently fragmented resources.

"Through our network of parole and probation offices throughout the state we have sometimes been able to help local groups to prepare proposals for LEAA Grants. However, LEAA funds are definitely on a pilot basis and we can foresee that such groups will have difficulty in maintaining private support after LEAA feels they have financed a demonstration project sufficiently long for the community to take over its responsibility."

The Director of Florida's Division of Corrections provides information about its program:

"In Florida, in order to assist offenders to be released from correctional institutions to readjust themselves in society as law-abiding citizens, we are establishing a series of Community Correctional Centers to be scattered over the State. We have 17 such centers in full operation at this time and will have a total of around 30 in operation within the coming two years... As of June 30, 1973, the population of these centers was just above 900, which constitutes both male and female offenders.

"These centers are staffed by correctional counselors and not guards or correctional officers. Major emphasis is placed on resocialization and counseling. Reform of our correctional system is one of Governor Askew's top priorities. We are breaking away from the large, mass regimented institutional system to the new community correctional center concept which encourages work, study, furlough and volunteer services programs in the communities, rather than institutions in some isolated remote part of the State...

"When an inmate is released from a major institution, he is given \$75 and a bus ticket to the destination of his choice. If he is released from a Community Correctional Center, he is given the \$75 if he has been on the Work Release Program for 90 days. We consider the entire

community correctional center program a pre-release program and the inmate in this program is required to save at least \$5 from his pay check and to continue saving until he has accumulated \$100, which is deposited in a trust fund until he is released. However, most inmates who have been on work release for a few months or more are released with from a few hundred to a few thousand dollars."

The Director of South Carolina's Department of Corrections describes the correctional resources of his state as follows:

1. Community Pre-Release Orientation

a. Pre-Release Residence

The Department of Corrections operates two pre-release centers and five work-release centers. These work-release centers are similar to half-way houses where program participants work in the community and reside in the center.

b. Pre-placement Counseling and Training

Before program participants are placed on jobs in the community, they receive four weeks orientation on matters such as work habits, social etiquette, opening a bank account and obtaining a driver's license, etc. They also receive individual counseling to assist them in the adjustment process. These services are provided by the Department of Corrections' staff.

2. Employment Assistance - The Department of Corrections operates Project Transition, a job placement program serving all releasees, parolees, and inmates on community pre-release and work-release... Job Developers have a close relationship with members of the community, businesses, and industries to develop job opportunities for program participants. Besides project staff, state and local employment service agencies assist in job placement. The Department of Vocational Rehabilitation also facilitates this activity through vocational evaluation and counseling. During the past twenty-four (24) months, 1743 clients out of 1,987 cases have been placed.

3. Finance - While the Department of Corrections does not have any direct monetary responsibility to releasees, there are arrangements to relieve them of financial difficulties. Every inmate in the South Carolina Department of Corrections receives bonus payments during incarceration, the amount varying according to what program he participates in and duties he performs... Moreover, inmates in Manpower, Training and Development Act programs have part of their cash payments actually held as "gate money" while inmates on work-release have \$5 withheld from each pay period in order to build up at least a \$100 reserve for their ultimate release.

4. Clothing and Transportation - The Department of Corrections is required by statutory provision to provide releasees, if deemed necessary, transportation and a suit of common clothes upon departure from institutions. The Department maintains an adequate collection of clothes which are donated by apparel stores or members of the public as charity tax deductible items... To provide releasees with transportation when necessary, the South Carolina Department of Corrections has arrangements with two bus companies so that an inmate may be issued bus tickets.

5. Releasee Residence - While the Department of Corrections does not provide residence facilities for releasees, a private correctional service agency, the Alston Wilkes Society, operates halfway-houses for men and women in Columbia and for men in Greenville. The agency also has counselors and volunteers who assist releasees on a one-to-one basis when necessary.

"The services that I described have been available in the State of South Carolina for quite some time... Their success can be illustrated by the fact that out of 6,540 inmates released during 1966 to June 30, 1972, only 961 have returned to the institutions. The recidivism rate is therefore 14.7% as compared to a much higher national average. The mobilization of private or community resources to provide residence facilities and counseling services for releasees gathered pace in 1962 when the Alston Wilkes Society was established. This private correctional service agency presently has 6,000 members all over the state. All of these services have become an integral part of the Correctional system in South Carolina.

"Regarding the quality of these services, it is my feeling that commendable input has been provided by the community and various public/private organizations. The fact remains, of course, that expansion and improvements are required..."

"The types of services presently available to releasees do correspond to their basic needs. However, resources should be expanded in the areas of better follow-up and counseling to releasee families..."

"Another area in which I foresee improvement would be a more equitable and adequate geographical distribution of services... The Department has made plans to add community centers in new areas."

Maine's Director of the State Probation-Parole Department reports

that:

"Maine has very little to offer in the way of community resources,

either residential or otherwise, compared to some of the more populated, wealthy states. We do have a Director of Volunteer Services within this Division and are attempting to utilize volunteers with our probationers and parolees, and have probation and parole officers in the communities for counselling and supervision.

"Several Rap Centers for drug counselling are available to us as a referral source, although there is some doubt as to the effectiveness of these programs. In addition we have two private residential drug treatment centers in the state, but we have no state money to place offenders in these centers.

"Maine has two state sponsored Halfway Houses for females on the grounds of our juvenile and adult institutions, and we are attempting to enlarge these programs.

"We can utilize the services of the state's mental health centers, and have correctional specialists as liason at two of these centers. Due to excessive caseloads at these centers; however, we are attempting to set up three additional correctional specialist positions in three other centers to work with the convicted offender.

"The Division of Alcoholic Services in the Department of Education is a referral resource for us. It runs two rehabilitation centers for alcoholics in the State.

"Temporarily, we have a program known as Project Exit which counsels our inmates at the institutions, develops jobs for them when they are ready for parole and follows up with counselling on the outside, in conjunction with our parole officers...

"We have one privately run halfway house for adults in the southern part of the State, and one for juveniles. These are dependent on model cities and LEAA Funds.

"The services of the Division of Vocational Rehabilitation and the Maine Employment Security Commission, of course are available and extremely helpful to us, also...

"Our weaknesses in Maine are primarily in the lack of community resources for our released offenders. We need pre-released centers, halfway houses, professional counselling, etc., but to date have been unsuccessful in selling the legislature on this."

## CSF POTENTIAL FOR THE DEVELOPMENT AND COORDINATION OF CORRECTIONAL SERVICES

The interrelations of private CSF agencies with one another and with other private and state correctional services is not limited to their operating relations related directly to men and women in state correctional institutions or under state supervision. It also involves an active interest, on the part of CSF agencies, in extending public understanding of the total correctional effort and action to improve it.

One of the services provided by some CSF organizations and other agencies with overlapping interests, has been the publication of guides to the total range of resources available to assist ex-prisoners and other offenders in their areas. Such are the, "Social Service Guide to Ex-Offenders Returning to the Chicago Metropolitan Area", published by the John Howard Society in Chicago; the "Guide to Services for Ex-Offenders in the Greater Boston Area", published jointly by the Massachusetts Correctional Association and Massachusetts Halfway Houses, Inc.; the substantial convenient looseleaf, "Directory of Services and Programs for Former Prisoners in New York State", published by the New York Urban Coalition.

The publication of guides to correctional services not only helps to meet a need of offenders and their families for such information but it offers the agencies a systematic check list of resources available; some of which they may not have been aware of in any useful way before.

The preparation of such guides might well become a preparatory step to the convening of a meeting of key personnel from all of the agencies giving direct or indirect assistance to prisoners, ex-prisoners, and their families. Its purpose would be to discuss the kinds and amount of services needed and to what extent and in what manner they are now being met. In major cities ex-prisoners have usually



formed self-help groups and ex-prisoners are to be found on the staff of other agencies. In any event it is assumed that ex-prisoners should and would be included in any such conferences.

The implication underlying this suggestion is that there are important needs for which no provision is now made, others that seem to be provided for but for which the available resources permit only token service, and, possibly, there are others for which the resources are quantitatively available at a passable level but that are sub-standard in professional quality or, for some reason, are little used. Also it must not be overlooked that services may be available that are not longer needed by those for whom they were intended or that there is an undesirable amount of overlapping of some services.

An initial conference of the sort mentioned would be of substantial benefit only if it made provision, through sub-committees, for continuing exploration of the economic, legislative, administrative, and staffing problems as well as of the compatibility of the basic assumptions that would be involved in the development of any comprehensive and coordinated approach to the provision of correctional services. Presumably such study committees would be required to develop recommendations intended to make that objective possible. Presumably there would be meetings of key personnel to discuss and consider such recommendations and subsequent regularly scheduled meetings of agency executives having power to coordinate agency problems, to implement accepted recommendations, and to obtain the data necessary to monitor progress towards that end.

This is inherently no easy task and it is made even more difficult because it requires many hours of staff time upon which there are other demands not easily put aside. If it is to be done well it may require advance time for planning and

obtaining staff time; in some agencies through the use of volunteers or temporary paid personnel, some of which might be available, at a modest cost, from retired but active men and women who are experienced in the essentials of the task they would be asked to do.

In some areas there may be disturbing incompatibilities in the basic assumptions underlying the work of agencies that may make cooperation, at any but the most superficial level, difficult or impossible. Nevertheless it needs to be attempted. It can be to some useful degree successful; and an honest attempt to do it may be, for agency executives and staffs, a helpful educational experience that will reduce any prevailing misconceptions and clarify the intellectual fog within which decisions sometimes have to be made.

While the CSF has the potential for defining and encouraging professional standards among its own members and for focusing the weight of a national organization upon the achievement of the common objectives of member agencies, it will better serve this interest as it brings into its membership those presently unaffiliated agencies that share its basic philosophy and principles and meet its accreditation standards. The stronger the CSF-USA becomes in its confidence that its membership is united in its basic assumptions, objectives and professional standards, the more effectively it will be able to improve and extend correctional services with a satisfying measure of public understanding and support.

"If the trumpet give an uncertain sound, who shall prepare himself to the battle."

/ At

NOTE ON THE CONDUCT OF THIS STUDY

Desirable as a vigorous, comprehensive, and systematic survey of the activities, resources, and problems of all CSF agencies might be, including their interrelations with other private and public organizations in the field, this would entail the time of personnel far beyond what can reasonable be made available by agencies that are almost universally understaffed for the tasks they are trying to do. Even if outside research staff were to be employed for such a study, it would probably require the collaboration of the regular staff. Nevertheless it has seemed worthwhile to do what can be done in a preliminary way to provide data that might be sufficient to give the general public an accurate, balanced, and reasonably critical assessment of what correctional service agencies are all about; as well as to extend the basis for CFS decision-making about next steps in planning the further development of the CSF-USA.

To that end, in June 1973, a letter was addressed to the executives of all the member agencies of the CSF, to the Salvation Army and the Volunteers of America, and to a sample of Departments of Correction or their counterparts, in states not known to have privately supported correctional service agencies.

The letter stated the auspices and the purpose of the study and requested the thoughtful help of the recipients,

"not by filling out a detailed questionnaire but by writing me out of your existing experience (supplemented by a few judicious inquiries if necessary) what resources are available in your area to support the re-entry of released offenders into the community. I do not need names of specific agencies but I should like to know the types of service available, whether they are really viable and relatively permanent, or largely window-dressing, or limited in quality of service available, or in the number of those who receive it? How good or extensive are the services and why are they the way they are? What services that would be desirable are not provided?"



Fifteen replies were received from the 22 member agencies of the CSF, of which ten were responsive and helpful. Some were in considerable detail. In addition the Salvation Army and the Volunteers of America, who though not members of the CSF, are active in correctional work, provided information on their programs as related to corrections. Further eleven state Departments of Correction supplied commentaries and/or printed materials. Collectively the usable replies came from eight of the nine major census divisions of the country; the East South Central division including four states and about 7% of the country's population being the only one omitted. However, because of the size of the census regions and the small number of agencies involved it cannot be assumed that they fairly represent, in their reports, what is going on outside of the immediate areas in which they are operative.

For the purpose of this study no follow-up - other than a few telephone calls - seemed feasible nor likely to be sufficiently profitable.

**END**