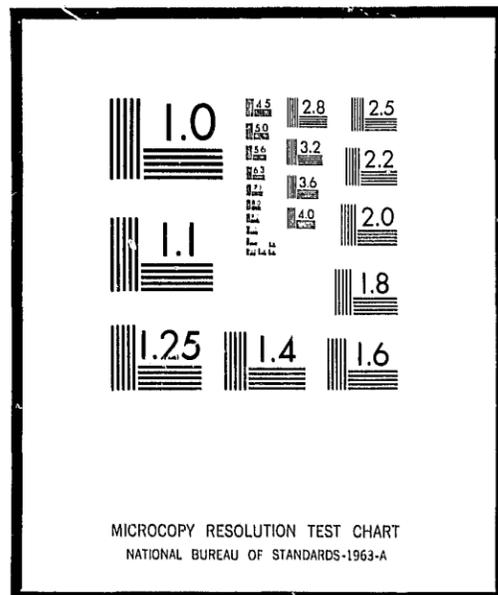


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DEVELOPMENT OF A COMPREHENSIVE AND PIONEERING PLAN FOR REGIONAL CORRECTIONAL STAFF TRAINING AT ALL LEVELS.

ABSTRACT:

THE REGIONAL PROGRAM HAS COORDINATING AND SUPPORTIVE FUNCTIONS AND CAN MAKE IMPORTANT RESOURCES OF PERSONNEL AND FACILITIES AVAILABLE TO THE SEVERAL STATES NOT FEASIBLE OR POSSIBLE FOR THEM TO PROVIDE FOR THEMSELVES. IT CAN PROVIDE A CHANNEL AND PROCEDURES FOR INTERSTATE AND INTERDISCIPLINARY EFFORTS AND FOR EXCHANGE OF COMPARATIVE DATA AND IDEAS. THE REGIONAL PROGRAM IS AN EFFORT TO DEVELOP A NEW TYPE OF CORRECTIONAL STAFF TRAINING THAT WILL BE BROADER AND MORE SUBSTANTIAL AND SOPHISTICATED THAN THAT WHICH NOW EXISTS. IT IS A PIONEER PROGRAM DESIGNED AS A UNIT AND INTENDED TO LIFT EDUCATION FOR CORRECTIONAL WORK TO A NEW AND REALLY PROFESSIONAL LEVEL. IT WILL ALSO TAKE FULL ADVANTAGE OF GAINS IN KNOWLEDGE - AND METHODS OF DEVELOPING KNOWLEDGE - ABOUT HUMAN RELATIONS THAT HAVE EMERGED AND ARE EMERGING IN THE UNIVERSITIES, IN BUSINESS, IN PUBLIC SAFETY, AND PUBLIC WELFARE. THE REGIONAL PROGRAM WILL BE DIRECTED TOWARDS ADMINISTRATIVE, SUPERVISORY, TRAINING, AND TREATMENT STAFFS AND FOCUSED PRIMARILY ON FUNDAMENTAL ISSUES, BASIC PROBLEMS, BROAD TRENDS, AND POLICIES IN CORRECTIONS, BUT NOT TO THE NEGLECT OF APPROPRIATE CONCERN WITH THE IMPROVEMENT OF PROCEDURES AND RESOURCES FOR MAKING THE CORRECTIONAL EFFORT MORE EFFECTIVE. IT IS NOT INTENDED THAT THE REGIONAL PROGRAM SHOULD UNDERTAKE CONVENTIONAL IN-SERVICE TRAINING OF LINE CORRECTIONAL OFFICERS, OR EVEN OF PROBATION AND PAROLE OFFICERS, ON MATTERS SPECIFIC AND IMMEDIATE TO THEIR DAILY TASKS. THE REGIONAL PROGRAM - THROUGH IMPROVING METHODS OF RECRUITING AND SELECTING CORRECTIONAL PERSONNEL, ASSISTING STATE IN-SERVICE AND EXTRAMURAL TRAINING PROGRAMS, IMPROVING THE ORGANIZATION AND PROCEDURES OF CORRECTIONAL SYSTEMS AND THE COMPETENCY OF IN-SERVICE TRAINING AND ADMINISTRATIVE STAFFS - SHOULD INDIRECTLY IMPROVE THE CONDITIONS AND QUALITY OF IN-SERVICE TRAINING FOR SPECIFIC AND IMMEDIATE ON-THE-JOB TASKS AND PROCEDURES IN PROBATION, PAROLE AND INSTITUTIONAL WORK. (AUTHOR ABSTRACT)

035

REPORT

of the

New England Correctional Manpower

and

Training Project

Albert Morris, Director

Edwin Powers, Assistant Director

Sponsored by the New England Board of Higher Education and the New England Correctional Administrators' Conference under Federal Grant 025 from the Office of Law Enforcement Assistance

New England Board of Higher Education
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TABLE OF CONTENTS

Preface	i
Project Recommendations	v
Chapter I	What are the Relevant Facts about Correctional Personnel in New England 1
A	Adult Correctional Institutions 4
B	Parole Officers 18
C	Probation Officers 23
	Conclusions 27
Chapter II	Correctional Staffs, Objectives and Conditions of Work 29
Chapter III	The Role of New England Colleges and Universities in Correctional Staff Education 48
Chapter IV	Objectives and Recommendations for a Regional Correctional Staff Training Program 56
Appendix A	Note on the Financing of the Proposed Regional Correctional Staff Training Program 74
Appendix B	Data on Numbers, Recruitment and Training of Staff in New England State Correctional Institutions for Adult Women Offenders 77
Appendix C	Data on Courses in Criminology in New England Institutions of Higher Education 87
Appendix D	Annotated Bibliography 94

MS-00016

PREFACE

For some time the members of the New England Correctional Administrators' Conference (known as NECAC) had felt a need for more extensive and effective training of correctional personnel especially of correctional line officers in institutions for adult offenders. Early in 1966 NECAC took the initiative in requesting the New England Board of Higher Education (NEBHE) to apply for a grant designed to determine more specifically the nature and extent of correctional manpower and training needs in the six New England states and to develop a plan based upon these studies for a regional correctional training program. An application for a grant in support of such a study was made to the Office of Law Enforcement Assistance (OLEA) and it was approved. The Project plan was summarized in the application for a grant as follows:

This is a proposal to devote one year to the planning of training programs for correctional personnel in New England. A Director, recruited solely for this purpose, will survey the training needs of various classes of personnel, in the fields of corrections, probation, parole, and related disciplines. After the survey of needs has been carried out, the relative priorities to be assigned to the training of different classes of personnel will be ranked. Assessment will also be made of the importance of preservice and inservice training, collegiate programs, continuing education programs, and others. The resources of the region will be surveyed to establish contributions that can be made by educational institutions, other agencies, and individual resource persons. The Director will consult with experts in the field of manpower, corrections, education, and related disciplines; he will observe and study programs being conducted elsewhere. He will hold planning conferences in New England to bring to the development of the plan some of the best thinking that the region can provide. The product of the study will be a set of long and short-range plans for training programs, including the specification of relative priorities, format, organization and personnel and facilities to be involved in their implementation.

Following approval of the grant by OLEA, Professor Albert Morris of Boston University was appointed Director of the Project

and Edwin Powers, formerly Deputy Commissioner of Corrections in charge of Personnel and Training in the Department of Corrections for the state of Massachusetts, was appointed Assistant Director.

Mrs. Sarah Klos was employed as staff secretary.

In accordance with the terms of the grant an advisory committee to the project was appointed, consisting of the following persons:

Miss Lesley Bell, Chairman, Regional Personnel Management Committee of the New England Council, State of Vermont

Leonard J. Cohen, Director, New England Governors' Conference, Boston

William J. Curran, Dean, Metrocenter, Boston University

Martin Davis, Director of Parole Services, Massachusetts

Harry P. Day, Director, The New England Center for Continuing Education, University of New Hampshire

Ralph W. England, Jr., Professor and Chairman, Department of Sociology, University of Rhode Island

Joseph P. Foley, Deputy Commissioner of Probation, Massachusetts

Joseph Galkin, Chairman, Parole Board, Rhode Island

John A. King, Director, Department of Probation, N.H.

Miss Ward E. Murphy, Superintendent, Reformatory for Women, Maine

Stuart Palmer, Professor and Chairman, Department of Sociology, University of New Hampshire

John M. Romanyshyn, Professor of Social Welfare,
Department of Sociology and Anthropology,
University of Maine

Richard M. Steinert, Deputy Warden, Connecticut
State Prison

John D. Taft, Chief of Correction Research and
Training, Department of Institutions, Vermont

Warren White, Assistant Professor; School of Social
Work, University of Connecticut

John V. Woodhull, Commissioner, Department of
Institutions, Vermont (formerly Chairman of
NECAC, resigned as of April, 1967)

Harold Langlois, Warden, Adult Correctional
Institutions, Rhode Island (replacing John Woodhull
as Chairman of NECAC and representing NECAC
on the Advisory Committee)

Data gathering was carried on jointly by Professor Morris and Mr. Powers and both were involved in the analysis of data and the preparation of the total report. Stephen Marks, a graduate fellow in the Department of Sociology at Boston University, gathered and tabulated the data on probation officers in the state of Massachusetts. Mr. Powers prepared the Annotated Bibliography (Appendix D) and assumed primary responsibility for writing the summary analysis of correctional manpower data. Professor Morris assumed responsibility for developing data on institutions of higher education in New England, for writing the sections on "Correctional Staffs: Objectives and Conditions of Work," "The Role of New England Colleges and Universities in Correctional Staff Education," "Objectives and Recommendations for a Regional Correctional Staff Training Program," and for general editing of the report.

Whatever value the study may have for the improvement of correctional staff education could not have been achieved without the assistance of many people who gave generously of their time and responded uncomplainingly to innumerable requests for information, advice and other help from the project staff. It is not feasible to list them individually, although it is in terms of

individual persons that the staff remembers their useful assistance. They include correctional administrators and their staffs throughout the six New England states, faculty members in New England colleges and universities, staff members of the Office of Law Enforcement Assistance, the Joint Commission on Correctional Manpower and Training, the American Correctional Association, the American Foundation Institute of Criminology, the Western Interstate Commission of Higher Education (WICHE), and the United Prison Association of Massachusetts. Particular thanks, however, should go to Richard Nelson-Jones, Acting Director of the New England Board of Higher Education, for his never failing support and to the members of the Advisory Committee who met for long hours discussing the proposed Recommendations and sharing their relevant experience and wisdom with the staff.

LIST OF PROJECT RECOMMENDATIONS

Detailed explanation of these Recommendations is found in Chapter Four of this report. Chapters One and Two provide the supporting data and the rationale.

1. Establish, preferably in the New England Board of Higher Education, an Office of Regional Correctional Staff Education.
2. Appoint a Director in consultation with the Advisory Board of the New England Correctional Manpower and Training Program.
3. Establish a New England Correctional Staff Education Advisory Committee.
4. Establish in collaboration with a New England University the post of New England Regional Professor of Criminology.
5. Establish a Resource Center to Serve Correctional Staff Education Programs.
6. Collaborate with the New England Educational Television Network in planning and producing a Regional Correctional Education Program.
7. Provide a variety of one to three day Correctional Staff Education Institutes.
8. Provide comprehensive annual five-day institutes on university campuses.
9. Develop a program of college faculty-in-residence.
10. Further the development of a correctional internship program.
11. Support leaves of absence with pay for extended staff education.
12. Provide full educational support for selected career personnel under specified conditions.
13. Provide for interstate and intrastate exchange of personnel within correctional systems.
14. Provide budgetary support for a "Training Quota" to permit a continuous correctional training program.
15. Provide improved and more aggressive recruiting procedures.
16. Provide for an annual "Careers in Corrections" Day in selected New England cities.
17. Request funds to support the proposed Regional Correctional Staff Education Program.

I. WHAT ARE THE RELEVANT FACTS
ABOUT CORRECTIONAL PERSONNEL IN NEW ENGLAND?

New England differs from other regional groupings of states in that it has a sense of historical and traditional unity that is reflected in the readiness with which its residents identify themselves as New Englanders. Nevertheless, it is comprised of six sovereign states that differ considerably in population density and size, in degree of urbanization, in economic bases, in financial and educational resources, and in other significant ways. That these differences are not an insurmountable barrier to regional cooperation is attested by the existence of such organizations and arrangements as the New England Governors' Conference, the New England Council, the New England Board of Higher Education, the New England Correctional Administrators' Conference, the New England Economic Council, and also by the development and formalization of various interstate compacts by legislative enactments. It appears reasonable to suppose that similar regional provisions might be made for recruiting and training of correctional personnel as this may seem to be desirable. Its accomplishment, however, requires that relevant information for each of the six states be known in sufficient detail to permit a proper assessment of New England's needs and opportunities in corrections to be made.

Millions of dollars of tax money is needed annually to support probation services, to pay the cost of imprisonment of sentenced offenders in adult correctional institutions (an average of \$2,000 - \$4,000 per inmate per year) and to provide for supervision on parole when the sentenced offender is returned to the community. All of this expenditure is not only a burden on state budgets but is largely wasted if a program directed towards rehabilitation is not operating effectively. But effective operation calls for a substantial body of well-trained correctional workers.

Plans for improvement in this area, therefore, require consideration of five questions:

1. What is the current manpower and training situation in the institutions for adult offenders and in probation and parole services in New England?
2. What are the objectives and conditions of correctional work?

3. How can we recruit correctional personnel adequate in quantity and quality?
4. How can we select, place, and retain correctional personnel most satisfactorily?
5. How can we provide adequate pre-service and in-service training for correctional staffs?

Differences among the New England states in the conditions and circumstances under which correctional work is done made it seem preferable, and even necessary for obtaining meaningful information, to use field interviews as the basic data-gathering method. A seventeen page interview schedule was therefore developed and arrangements for interviews with commissioners of correction, deputies, wardens, personnel and training officers, and other staff workers as appropriate were made. Copies of the interview schedule were mailed to them in advance as an indication of the matters to be discussed and the kinds of factual data as well as judgments and opinions that were required. Interviews - each lasting the better part of a day - were held at institutions or department offices in each of the six New England states with the complete and generous cooperation of all whose assistance was requested. The project staff's interpretations of data and opinions from each state were later returned to them for amendment and verification by those who had been interviewed. In order to avoid imposing a considerable extra burden on the staffs of head offices and correctional institutions, arrangements were made with the Joint Commission on Correctional Manpower, which was conducting a nationwide questionnaire survey, to cooperate with them in obtaining certain New England data, in return for which they would supply the project with copies of their returns from New England, all of whose institutions, without exception, responded.

Because of the limits of time and staff available to the New England Correctional Manpower and Training Project, it was not possible to conduct systematic field interviews with reference to probation and parole personnel. For these agencies, therefore, data were obtained primarily by mailed inquiries and correspondence. However, for the Massachusetts probation service, which has about 67% (331 out of 492) of the probation officers or probation and parole officers supervising adult probationers

in New England, a statistical study was made that permitted cross-tabulation of data on such variables as age, sex, education, years of experience, identification of courts served, salary, number of probation officers serving the court, the total number of individuals under supervision by the officer, persons on informal supervision by the officer, the average of total cases per officer, the average of informal supervisions by the officer, and the population of the area served. In other words, this detailed information is available for about 67% of the personnel doing probation work with adults in New England.

The summary of basic and relevant data that follows has been validated for the most recent dates possible in 1967; chiefly, as of March 1 and June 1, 1967. It will be recognized, however, that there are daily fluctuations in numbers of offenders on probation, parole, or in prison, as well as less frequent changes in correctional personnel. Another factor that must be taken into account - an encouraging one for the future of corrections, however disconcerting it may be to those responsible for the analysis of data - is that correctional systems are in the process of constant change. For example, since basic data for correctional institutions were gathered and verified early in 1967, twenty-one new positions have been provided for at the State Prison in Connecticut and more recently, Connecticut has passed legislation providing, among other things, for a state department of correction which it has not previously had and for substantial salary increases for correctional personnel. New Hampshire, Rhode Island and Vermont have also adopted improved salary scales. Vermont is considering arrangements to close its Women's Prison and to have the few women who might be in prison there cared for either in county institutions or transferred to the Massachusetts Correctional Institution for Women at Framingham. Vermont has also provided for the establishment of a new correctional institution for youthful offenders. Connecticut, Vermont and New Hampshire have voted to establish work-release programs for prisoners in state correctional institutions. Massachusetts has provided for seven additional treatment staff positions in its Department of Corrections (four correctional social workers, one psychiatric social worker, one senior psychiatrist) for fiscal year 1968. The tables that follow are, therefore, "still pictures" that show essential features but not necessarily the variations in details.

A. Adult Correctional Institutions
Table 1

The number of prisoners in the state correctional institutions of New England for male and female sentenced offenders on March 1, 1967 was as follows (age limits indicated in parentheses):

N. H.	State Prison (18+) (female prisoners are transferred to Vt.)		203
Vt.	Womens Reform. (16+)	8	
	State Prison and H. C. (16+)	<u>237</u>	245
R. I.	Reform. for Women (18+)	21	
	Adult Corr. Inst. (18+)	<u>502</u>	523
Me.	Reform for Women (16+)	49	
	Reform. for Men (16-36)	185	
	State Prison (none)	<u>400</u>	634
Conn.	State Farm and Prison for Women (16+)	121	
	Conn. Reform. (16-21)	357	
	State Prison (16+)	<u>1,138</u>	1,616
Mass.	Framingham (none)	130	
	Walpole (S. P.)(none)	523	
	Norfolk (none)	737	
	Concord (none)	350	
	Prison Camps (none)	<u>132</u>	<u>1,872</u>

TOTAL 5,093

Bridgewater had no "prisoners," with the exception of 434 men sentenced solely for drunkenness. The total Bridgewater population was 1,577.

Of this total of 5,093, 329 or about 6-1/2%, were women.

Most of the data in Table 1 was obtained from a questionnaire submitted by the Joint Commission on Correctional Manpower and Training through courtesy of the Commission.

Decreasing Populations

Following the national trend, there has been in the last two or three years a decreasing number of prisoners in our New England adult correctional institutions. Most states, and the federal prison system (the largest in the United States), have reported such a decrease. If we compare the average prison population for 1965 with the population on March 1, 1967 we find an actual decrease in most of the New England state correctional institutions for adult males and females.

For the next four or five years Vermont is predicting a further decrease while Rhode Island and Massachusetts see little change. Maine and New Hampshire predict a slight increase and Connecticut (for the State Prison only) predicts a slight increase for the next two years, with a leveling off during the third year and a holding there with a possible slight reduction for the last two years.

Table 2
Population Changes in N. E. Correctional Institutions

	Ave. 1965	March 1, 1967*	Changes down	up	Approx. %
Me - Ref. -M	216	185	31	--	-14
" W	52	49	3	--	- 6.
S. P.	481	400	81	--	-17
Vt. - S. P. and H. C.	287	241	46	--	-16
W. Ref.	8	8	0	0	0
N.H. - S. P.	190	203		13	+ 7
Mass. - Walpole	572	523	49	--	- 9
Norfolk	776	737	39	--	- 5
Concord	406	350	56	--	---
Framingham	144	130	14	--	-10
Bridgewater	1,747	1,577	170		-10
Pris. Camps	117	132	--	15	+12
Conn. - S. P.	1,177	1,138	39	--	-3-1/2
Ref.	339	357		18	+ 5
S. F. and P. W.	152	121	31	--	-20
R.I. -A. C. I.	484	502	--	18	+ 4
Ref. W.	20	21	--	1	+ 5
TOTAL	7,168	6,674	559	65	- 8

*Data for 1967 obtained from a questionnaire submitted by the Joint Commission on Correctional Manpower and Training through courtesy of the Commission

Note: Abbreviations used refer to the following:

- Ref. -M Reformatory for Men
- S. P. State Prison
- H. C. House of Correction
- S. F. State Farm
- A. C. I. Adult Correctional Institution
- P. W. Prison for Women

How is the Correctional Manpower Need Determined?

Standard-setting bodies of correctional administrators have indicated what in their judgment are the desirable objectives, procedures, organizational structure, and facilities for correctional systems. Although it may be assumed that correctional systems could profitably accept such standards as a goal, and as a measure of their achievement, the feasibility of moving effectively in that direction may be affected by considerations of financing, legislation and public understanding and support. At any rate, the organization, facilities and procedures of correctional systems - probation, parole and institutions - do vary considerably from those considered to be desirable by such standard-setting professional bodies as the National Council on Crime and Delinquency and the American Correctional Association.

There are, therefore, presently no empirically based, experimentally derived, national standards for evaluating manpower and training needs except within very broad limits even for a standard correctional program and, of course, under actual conditions of variation, that objective would be even more difficult to attain. For example, the number of correctional officers needed in any correctional institution is dependent upon such factors as the type of institution, the number and types of prisoners confined there, the design and facilities of the prison, the nature of the prison program, the length of the work week, provision for absence at training programs, and the efficiency with which correctional manpower is used. Consequently, no standard national, regional, or even state ratio of correctional officers to inmates has been established, nor would it be possible to do so except by determining a base line with reference to some hypothetical standard correctional system that might be used as a baseline for comparative purposes.

There are, of course, certain posts that must obviously be manned as a minimum in any institution and beyond that others that might be considered necessary to staff particular programs about whose relative importance administrators might have differences of opinion.

The "Task Force Report: Corrections"¹ reports that the ratio of custodial personnel inmates in adult state correctional institutions is 1 to 7:7 and that many institutions had such a shortage of custodial personnel that programs were curtailed. For purposes of estimating staff needs, the Task Force on Corrections used a ratio of 1 to 6 as a conservative base line, while recognizing that the current trends in corrections would make this ratio inadequate.

For the purposes of this project it has seemed necessary - in the absence of time and facilities for experimentally based research - to accept as evidence of present correction manpower needs in New England the judgment of correctional administrators as to whether they have enough staff to run their institutions or their probation and parole services as they think necessary or reasonably desirable.

What Are the Essential Facts about Correctional Manpower in New England?

To the question addressed to the administrators of all the correctional institutions for adult males in New England, "Is your institution staffed with C.O.'s in sufficient numbers at the present time? all states answered "no," with the exception of New Hampshire, which added a comment that it would like a few more positions to fill in as relief for leaves of absence, etc. The shortage was due to:

- (a) lack of a sufficient number of positions granted by the state and/or
- (b) inability of a state to fill available positions.

If it be granted that a high ratio of C.O.'s to inmates is desirable, the ratio of C.O.'s to inmates in New England is, on the whole, a relatively good one and considerably better than the national average which is close to 1:7. Maine's state prison, however, alone among the N.E. institutions, claims to be seriously understaffed and asked the 1967 legislature for 14 new full-time and 6 part-time C.O. positions which would bring its

¹Task Force on Corrections, The President's Commission on Law Enforcement and Administration of Justice, "Task Force Report: Corrections," p. 96, Washington, U.S. Gov. Print. Office, 1967

ratio close to that of the other states. As of June 1, 1967, these positions had not been granted. Mass., under a constantly expanding treatment program, felt the need for more institutional personnel and in 1967 asked for approximately 50 more correction officers, half of them to be assigned to M.C.I., Bridgewater, which had been under severe censure for its lack of adequate security and rehabilitative facilities. As of June 1, 1967, the legislature had approved of only three temporary correction officer positions. Conn. had difficulty in 1966 in filling 21 vacant positions for C.O.'s in its new state prison (possibly due to its location) but subsequently was able to fill them. The other N.E. states generally have been able to fill positions for male C.O.'s provided for in their budgets.

Table 3

Number of custodial personnel (or Correction Officers) in male adult correctional institutions and ratio of officers to inmates (based on fall of 1966 data):

1.	191	(Mass. - Concord)	1:2.0
2.	235	(Mass. - Walpole)	1:2.3
3.	51	(Me. - Reform.)	1:2.7
4.	61	(N.H. - S.P.)	1:3.3
5.	36	(Mass. - Prison Camps)	1:3.3
6.	352	(Conn. - S.P.)	1:3.4
7.	141	(R.I. - all adult male inst.)	1:3.4
8.	58	(Vt. - S.P. and H.C.)	1:3.6
9.	102	(Conn. - Reform.)	1:3.6
10.	422	(Mass. - Bridgewater)	1:3.9
11.	196	(Mass. - Norfolk)	1:4.1
12.	71	(Me. - S.P.)	1:6.0

Total number of male C.O.'s in N.E. (fall of 1966) - 1,916.

Of this number 56% are in Mass.

24% " " Conn.

7% " " R. I.

6% " " Me.

3% " " N. H.

3% " " Vt.

Is There a Womanpower Shortage of C.O.'s?

Me., Mass., R.I., and Vt. report no problems in recruiting and holding C.O. staff in their state institutions for women. Conn., however, has 12 vacancies in its 123 full-time staff positions and it reports great difficulty in filling them in spite of substantial improvements in salaries. Me., which reports no trouble in recruiting, does need provision for more staff positions in its Reformatory for Women to relieve present staff of overtime work without pay, and to meet other handicaps.

The populations of state institutions for women are relatively small and have tended to decrease in recent years so that the ratio of C.O.'s to inmates is almost 1:1 and in some institutions for women prisoners the total staff number more than the present total of inmates. R.I., currently has about five or six women serving sentences in its state institution (ten or a dozen more may be awaiting trial). There is no institution for women prisoners in N.H. other than county jails and N.H. has been sending its seriously sentenced women prisoners to Vt. However, Vt., at present, has no convicted offenders sentenced to its Reformatory for Women and the two N.H. prisoners it was holding under contract have been transferred to the Mass. Reformatory for Women at Framingham. R.I. has also begun to send its sentenced women prisoners out of state.

Further details on the staff personnel situation in women's state correctional institutions including problems of recruiting and training are given in Appendix B of this report.

Is There a "Per Capita" Cost Problem?

Falling populations and retention of staff sometimes create a "per capita cost problem," particularly where salaries are relatively high and/or institution population remains relatively small. Women's institutions usually find the per capita cost a chronic problem.

See Table 4, which does not reflect true per capita cost figures but only the total annual personnel expenditures in salaries and wages (usually the major part of the budget) in relation to the inmate population.

Table 4

Total Annual Personnel Expenditures (Salaries and Wages Only) in Relation to Institution Populations

(Data from the Joint Commission on Manpower and Training, March-April 1967; salaries are for fiscal 1965-1966 but population count as of March 1, 1967)

	Expenditures 1965-66	Institution Population	Cost of Personnel Salaries per Inmate
<u>Inst. for Women</u>			
Vt. - W. Ref.	\$ 54,580	8	\$6,823
Mass. - M. C. I., F.	823,062	130	6,331
Conn. - S. F. - P. W.	700,484	121	5,789
Me. - Ref. W.	234,877	49	4,793
R. I. - R. W.	62,400*	21	2,971
<u>Inst. for Men</u>			
Mass. - C. I., C.	2,092,911	350	5,979
Mass. - C. I., W. (SP)	2,110,573	523	4,036
Conn. - Ref.	1,066,841	357	2,988
Conn. - S. P.	3,083,685	1,138	2,710
R. I. - A. C. I. (men)	1,225,510	502	2,441
Mass. - C. I., B.	3,704,848	1,577	2,349
Mass. - C. I., N.	1,723,499	737	2,339
Me. - R. M.	403,906	185	2,183
Vt. - S. P. - H. C.	516,880	237	2,181
Mass. Pris. Camps	283,124	132	2,145
N. H. - S. P.	408,182	203	2,011
Me. - S. P.	529,756	400	1,324

* C.O. salaries only

Shortage of Professional Staff

All institution administrators find the numbers of professional personnel on their staffs less than ideal from the point of view of effective rehabilitation and some are seriously handicapped for want of necessary professional personnel. Conn., whose State Farm and Prison for Women supervises its own parolees, has for four or five years been unable to fill two social work positions and it needs provision for an additional two. Maine has sought provision for a social worker since 1961 and in 1967, for the first time, the establishment of this post has been recommended to the Legislature by the Governor. The Mass. Reformatory for Women lacks provision for a professionally trained personnel officer.

Table 5 shows the relationship between the number of paid "treatment personnel" and the number of line correctional staff - admittedly a somewhat artificial distinction, as C.O.'s also play an important role in treatment. By the former we mean all those included in the Joint Commission on Correctional Manpower and Training survey as paid employees in the institutions, excepting those listed as administrators, clerical, medical technicians, line correctional staff, food service staff, maintenance, industry superintendents and store managers.

Table 5

The number of paid "treatment personnel" in relation to the number of line correctional staff of each institution. (Data from J.C. on C.M.T. as of March, 1967. Part-time employees were counted as 1/2.)

<u>Institutions for Women</u>		<u>Institutions for Men</u>	
Conn. - S. R. and P. W.	1:1.3	Vt. S. P. and H. C.	1:2.4
Mass. C. I., F.	1:2.3	Mass. - C. I., N.	1:2.8
Me. Ref. W.	1:2.3	Conn. - Ref.	1:3.1
Vt. W. Ref.	1:2.7	Me. Ref.	1:3.4
		Me. S. P.	1:3.5
		N. H. S. P.	1:4.5
		Mass. - C. I., W.	1:4.7
		Mass. - C. I., C.	1:4.9
		Conn. S. P.	1:5.0
		R. I. A. C. I.	1:5.3
		Mass. C. I. B.	1:5.8
		Mass. Pris. Co.	1:11.0

Looking at "treatment personnel" less broadly, including only (1) Director of Treatment (or Deputy Supt. of Treatment), (2) psychiatrists, (3) psychologists, (4) social workers (or cal classification officers or counselors), and (5) chaplains, we can show the approximate relationship between the number of "core" treatment personnel and (a) the number of line correctional staff and (b) the total inmate population in each institution. See Table 6.

Table 6

The number of "core" paid professional "treatment personnel" in relation to the number of line correctional staff and the total population of each institution. (Raw data from the Joint Commission on Correctional Manpower and Training, as of March, 1967. Part-time employees were counted as 1/2. Decimals are disregarded.)

<u>Institutions for Women</u>	<u>In relation to line corr. staff</u>	<u>In relation to inmate population</u>
R.I. - R. W.	1:3	1:5
Vt. - W.R.	1:8	1:16
Mass., C.I., F.	1:8	1:17
Conn. S.F. and P.W.	1:11	1:30
Me. R.W.	1:0	1:0
<u>Institutions for Men</u>		
Mass. C.I., C.	1:12	1:25
Mass. C.I., W.	1:16	1:37
Mass. C.I., N.	1:13	1:51
Vt. S.P. and H.C.	1:13	1:54
R.I. -A. C.I.	1:19	1:63
Me. Ref. M.	1:20	1:74
Mass. C.I.B.	1:22	1:85
Conn. S.P.	1:26	1:81
N.H. - S.P.	1:25	1:82
Mass. - P.C.	1:22	1:88
Me. S.P.	1:23	1:133
Conn. Ref. M.	1:42	1:143

Prerequisites to Employment of C.O.

Not only is there diversity among the states in the numbers of prisoners and personnel but in the laws and regulations relating to employment.

Age requirements for C.O.'s on entrance into the service, for example, differ from one state to another. A man can apply for the position of C.O. in Mass., R.I., Vt., and N.H. at age 21 but must be at least 23 in Conn. and 25 in Me., thus barring recruitment directly from high school. Men over the age of 35 are not eligible for the position of C.O. in Mass., but Conn., R.I., and Me. draw the age line at 40, while Vt. will accept applications from men up to 50 and N.H. up to 55.

A restrictive residence requirement (meaning that residents of less than one year in a state cannot take the Civil Service examination for C.O.) is statutory in Mass. only. Some of the other states similarly restrict recruitment by rule but they can be, and usually are, waived. No exception can be made in Mass.

As to formal educational requirements, Mass. alone has a statute prohibiting the Dept. of Correction from requiring any educational qualification as a prerequisite for the position of C.O. In other words, an applicant with no formal education of any kind is eligible to take the C.S. examination. Actually, about 50% of those who pass the examination have a H.S. diploma. Other states require a H.S. diploma but can waive this requirement or substitute for it a certain number of years of experience. Very few C.O. applicants are college graduates.

No state uses personality or aptitude tests in screening applicants for the position of C.O. All of the six states require that the applicant pass a written Civil Service examination, while Me. and Conn. add an oral examination, both of which must be passed. A Mass. law specifically states, on the other hand, that an oral interview can have no weight in a Civil Service examination.

Veterans' preferences are granted to all applicants in five states on the basis of 10 additional points added to the Civil Service examination grade for disabled veterans and 5 additional points for other veterans, this being similar to the federal rule.

Mass. alone grants absolute preference to disabled veterans who receive a passing grade on the written examination, placing them at the top of the list and making their appointment mandatory. Other veterans in Mass. go to the top of the list just below the disabled veteran.

Recruitment

There is no extensive recruitment program in any of the N.E. states. Recruitment generally is left largely to the state Civil Service and/or Personnel Divisions. Several institutions use newspaper advertising but none of the states takes positive steps to recruit graduates from schools or community colleges. Only Conn. issues a brochure directed specifically to enlist the interest of possible candidates for the position of C.O.

The Women's Reformatory in Vt. and the Reformatory for Men in Me. are the only institutions reporting "no recruiting problems." Personnel reported most difficult to recruit are "treatment and training staff." Next in difficulty of recruiting are line correctional staff.

Maintenance men, engineers, industrial instruction, licensed practical nurses (male), clerks and medical men are also mentioned.

After recruitment most institutions report no difficulty in retaining personnel. Where there is some difficulty the factor most frequently mentioned is "geographic location."

Training Programs for Male Correctional Officers

Only Mass. has a statute requiring the training of C.O.'s. All states, however, have some kind of training program but the equipment, the time, and the personnel devoted to it vary greatly from state to state. Mass. is the only state with a formal, continuous training program operated by a full-time training staff of three experienced officers, and supervised by a Deputy Commissioner for Personnel and Training. Courses are conducted in a Central Training School to which officers from the separate correctional institutions are assigned for instruction. The program comprises:

- a) a 6-weeks basic training course for all new officers,

- b) a 2-weeks refresher course given from time to time for experienced officers and,
- c) a 6-day course in supervision and management for the higher ranking officers.

The training school building, however, is antiquated, unattractive, and poorly equipped. Classroom acoustics are poor.

No state is satisfied with its present program of staff training. All training programs are limited by inadequate financing and facilities as well as lack of well-qualified training officers, but the deficiency lies chiefly in the lack of personnel equipped to train others. Most of the states report that the person assigned to training spends less than a quarter of his time on such duties. R.I. has recently created a position for a full-time Supervisor of Correctional Officer Training with the rank of Major (just below Deputy Warden) but has so far been unable to fill it. In all states one of the handicaps to training is the difficulty of releasing men from their duties for training on state time. Mass. has partially solved this problem by persuading the State Bureau of Personnel to provide extra positions in the institutions so that the superintendent can release a few men at a time for training, for superintendents must be "security conscious" and, as stated before, practically all claim that their institutions are presently understaffed. All states favor some sort of regional training program in N.E. but agreement on the nature of the program has not been reached.

Salaries

There is a very wide divergency also in C.O. salaries in New England. For example, Mass. which probably now pays the highest salary for C.O.'s in the U.S. (with the possible exception of where cost of living is very high) offers \$6349.20 per year (\$122.10 per week) to a C.O. who can be an inexperienced untrained person with no required educational background and who, after six years, automatically received \$8034.00 (\$154.50 per week). On the other hand, Me. pays a relatively low salary for this position (\$4680 - \$5668 for a 48-hour week). The approximate average annual salary for the three northern N.E. states for beginning male C.O.'s would be \$4200 adjusted to a 40-hour a week basis, while for the same position in the southern N.E. states it is nearly \$5500. See Table 7.

Table 7
Salaries for Beginning Male Correctional Officers in N.E. (1967)

For a 40-hour week			
	Min.	Max.	Years to Max.
Mass.	\$6,349.20	\$8,034.00	6
Conn.	6,160.00	7,840.00*	6
R. I.	5,360.00	7,360.00	6
N. H.	4,940.00	5,954.00	3
	4,344.08	5,220.00**	3
	3,900.00	4,780.00	4
For a 48-hour week			
Vt.	5,790.72	7,687.68	5
Me.	4,680.00	5,668.00	3-1/2

* beginning July 1, 1967

** new salary scale provided for by 1967 legislation

Manpower Needs

At the administrative level, top administrators have repeatedly referred to a dearth of suitable middle-management personnel who are considered vitally necessary, both because they are depended upon for immediate leadership and for assuring continuity and competency in top management posts.

To perform an optimal job of rehabilitation, the preponderant personnel need seems to be for academic teachers, vocational instructors, psychologists, social workers, counselors, and other professional persons.

The most immediate training need expressed by the N. E. correctional administrators is for adequate and improved instruction of the line officer in the institutions, for these officers are not only responsible for the security of their institutions but today are believed to be potentially the most effective "people changers" in the institutional program. In terms of priority of training, however, as distinct from members to be trained, or the extent of training needed, it is probably most desirable to provide opportunities and encouragement for growth in knowledge and skills all along the line, primarily for their inherent value, but also to avoid the potentially disruptive and unbalancing effects of concentrating seriatim on single occupational groups.

B. Parole Officers (for adult institutions 1966)

Introduction

In interpreting data relating to parole officers in N.E. one must keep in mind that in R. I., Me. and Vt. some parole officers serve also as probation officers, while in the three other states they supervise parolees only.

Number of Parole Officers

The number of male and female parole officers in N.E. - some of them in states in which they serve also as probation officers - is 164, 25 (or 15%) of whom are women. They are distributed as appears in Table 8.

Table 8

Number of Parole Officers in N.E. Serving Institutions for Adults

- Vt. 26 - two of whom are women. (Three of the 26 are non-caseload supervisors. An additional officer in the Div. of Probation and Parole serves only probationers, but 23 carry both parole and probation case loads. Some of their cases - less than 15% - are juveniles.)
- R. I. 32 - eight of whom are women. (About half of the officers work with both parolees and probationers, half deal exclusively with parolees.)
- Me. 29 - four of whom are women. (All 29 supervise both parolees and probationers.)
- Conn. 25 - only 12 of whom are employed by the Board of Parole, dealing with male offenders from the State Prison. Six are at the Conn. Reform. and report directly to the Board of Directors, and 7 female parole officers are at the State Prison and Farm for Women.
- Mass. 49 - four of whom are women.
- N. H. 3 - all men.

Age Range

Although there is a wide range in ages, about 60% fall within the 35-49 year age bracket, with less than 10% under 30 or over 60. Differences between the states in respect to age are not significant.

Case Loads

An ideal single case load, as recommended by the national associations, should not exceed 40 or 50 individuals, although allowance has to be made for local laws, the peculiarities of the region, the types of parolees, and the demands of the Parole Board. The case loads shown in Table 9 do not seem, on the whole, to be excessive, although in Rhode Island 17 out of 32 officers carry a case load between 70 and 150, and 9 out of 32 have a case load of 110 to 150, and the case load of male officers in Maine averages 90. (It will also be recalled that the Me. State Prison had a relatively poorer ratio of officers to inmates than the other N.E. states and the lowest salary scale for correction officers.) Female parole officers' case loads are usually lower than those of male parole officers.

Table 9

Case Loads of P.O.'s in N.E. Serving Institutions for Adults

As each state used a different grouping, they are presented separately.

<u>Mass.</u> (Supervising parolees only)		<u>Me.</u> (All officers supervising both probationers and parolees)	<u>N.H.</u> (Supervising parolees only)
<u>Case Load</u>	<u>Officers*</u>	Average case load for male officers is 90; for female officers 70-80	Case loads average 70-90
5-9	3**		
10-30	10		
30-50	12		
50-70	17		
70-90	4		

* including supervisors
** dealing with special cases

Table 9 (continued)

<u>Vt.</u> (Case load made up of both parolees and probationers)		<u>R.I.</u> (Case load made up of both parolees and probationers)		<u>Conn.</u> (Male parole officers supervising state prison parolees only)	
<u>Case Load</u>	<u>Officers</u>	<u>Case Load</u>	<u>Officers</u>	<u>Case Load</u>	<u>Officers</u>
35-40	7	0-10	3	41-50	1
41-45	1	10-20	2	51-60	7
46-50	5	20-30	1	61-70	2
51-55	5	30-50	2	71-80	1
56-60	0	50-70	7		
61-65	3	70-90	4		
66-70	1	90-110	4		
71-75	0	110-130	7		
76-80	0	130-150	2		
80+	2				

Years of Experience on the Job

In five of the states the officers have had, on the average, about 5 years of experience on the job. R.I. has a more experienced staff, averaging about 13 years, with 4 officers having served more than 25 years. The average years of experience for Vt. P.O.'s is less than 5 years.

Salaries

Salaries of P.O.'s, like salaries of correctional officers, show a wide diversity from state to state, ranging from a low of \$5174 for the beginning officer in Vt. to a high of \$7937 (\$7391 if female) for a beginning P.O. in Mass. The approximate average salary now received by all P.O.'s in Vt. is \$6630 (after 3 years); in N.H. \$7398;² in R.I. \$6750;³ in Conn. \$7660; in Me. \$7971 (Grade 1 officer after 8 years and on a 48 hour week); and in

² Salary range in N.H. is \$5741-7398 but all three P.O.'s are at their maximum.

³ The salary range in R.I. has recently been increased to \$6032 - \$7332.

Mass. \$8750. Chief parole supervisors in Mass. receive a maximum of \$14,427, parole supervisors \$12,181, P.O.'s \$10,028 (male), and \$9,375 (female) - reflecting a salary scale considerably higher than that in any of the other five states.

Levels of Education

Educational attainments of P.O.'s are relatively high, practically all having completed high school. Baccalaureate degrees are common: 24 officers hold this degree in Mass., 11 in Me., 27 in R.I., 8 in Conn., 3 in Vt. and 1 in N.H. Six officers with M.A. degrees serve in Mass., 2 in R.I., 1 in Conn., 1 in Vt., and others are now studying for a Master's degree.

Recruitment of P.O.'s

None of the states report an aggressive recruitment procedure. Most of the "recruiting" is done through the state Divisions of Civil Service and/or Personnel. Some states use newspaper advertising but probably most applicants learn of the opportunities through personal contacts with P.O.'s. R.I. contacts placement officers in local colleges and universities. Conditions in Mass. are unique in that applicants are not eligible for the position of P.O. until they have served at least one year in the Dept. of Correction in a custodial or social work capacity.

Prerequisites to Appointment as P.O.'s

R.I. requires a college degree and experience in social case work or a substantially equivalent combination of education and experience. Vt. requires a college degree plus two years of experience in social services, education, legal work, business management, etc. or a high school diploma and 6 years of like experience. Conn. requires a college degree plus one year of graduate social work training or a college degree and one year's employment in social work, group work, teaching, counseling, psychology, employment interviewing, rehabilitation of delinquents, or law enforcement investigation, or not less than 5 years of such employment or an equivalent combination of college and employment. Me. requires that candidates must pass an oral as well as a written examination (all states require at least the latter) and must be mature, of good moral character, etc. Mass. again is unique among the N.E. states in that it is forbidden by law

to call for any educational prerequisites for the position of P.O. and requires only a passing grade on the written Civil Service examination (for which only certain experienced men and women are eligible - see under "Recruitment"). N.H. requires a college degree with a major in the social sciences, plus two years' paid experience in social welfare or related fields, or two years of college and equated experience.

In-Service Training

Training of P.O.'s is carried on in most of the states by careful and continuous supervision by P.O.'s designated for that purpose. Beginning P.O.'s in most cases receive an intensive two or three weeks of orientation, working daily with experienced officers before starting on their own. In Mass. where all P.O.'s operate out of a central office it is possible to hold frequent staff conferences, while in a state like Me. where distances from the capital are considerable and where P.O.'s are also serving as Prob. O's in local courts, most of the in-service training is at the District level. Some states have fairly liberal policies permitting attendance at courses given in local universities or at national or state conferences. Budgets for such purposes, however, are severely limited in all states. In several states an individual has been designated by law or by the paroling authorities to assume responsibility for training. All states express high aspirations for training and great interest in a N.E. regional training program. The statement of the Administrator of the Bureau of Probation and Parole for R.I. probably reflects the view of all the N.E. states on the subject of a regional training program. He wrote:

"There is no question about the need for a New England Regional Training Program. This is undoubtedly the reasonable answer to the problems that beset probation, parole and correctional agencies. The combined resources may be utilized more effectively in developing a regional and sub-regional program approach. The school should be fashioned along the lines of the regional Federal Training facilities. Regional planning and operations will have a very effective influence on upgrading of personnel and the sharing of knowledge on a basis not possible through the individual state approach. . . . We sincerely endorse the idea of a regional training center and trust the nucleus will be apparent within a reasonable time."

C. Probation Officers

Introduction

As probation officers serve also as parole officers in R.I., Me. and Vt., the data for which are to be found in the preceding section, this report is limited to data concerning probation officers in Conn., N.H., and Mass.

Number of Probation Officers

Conn. has 64 male and 4 female probation officers and the 1967-69 budget makes provision for 20 more. Twenty-one officers serve the felony courts and 45 serve the misdemeanor courts.

In N.H. there are 18 male and 2 female probation officers working on a full-time schedule and one female on part-time.

In Mass. there are 331 probation officers, 53 of whom are women. Of the total, 315 or 95% are on full-time schedules.

Age of Probation Officers

Two of Conn.'s probation officers are in the 20-24 year age group, 7 are in the 55-60 year bracket, and the average age is about 40 years.

In N.H. ages range from 30 to 65, the average being about 44 for males and 53 for females.

In Mass. the average age for all probation officers is about 46 with a range from 7 officers in the 21-25 year old category to 16 probation officers who are more than 65 years old.

Case Loads

Eleven of Conn.'s probation officers have case loads of 50-70; twenty-one carry 70-90 cases; eleven have 90-110, and twenty-three have 110-130, exclusive of an average of 6.5 pre-sentence investigations each per month.

In N.H., where the probation officers' supervisory duties cover juveniles and domestic relations cases, case loads are very high for male workers. Three of them have 300 to 330

cases each, 7 have 250-270 cases, 7 have 200-250 cases, and 1 has 150-200 cases. Women's case loads are smaller, full-time workers having from 35 to 50 cases.

In Mass. the probable case load for men, of whom 19% (53 persons) devote more than half time to juvenile cases, is as follows: 56 have case loads of 29-89; 117 have case loads of 90-159; 91 have case loads of 160 - over 400.

The Commissioner of Probation in Mass. is asking for many more positions. It should be remembered that the time required for proper probation supervision may vary considerably from a need merely to receive, at regular intervals, a report of a probationer's presence or to collect a payment in a non-support case to assistance at any hour and at frequent intervals in difficult crisis situations. In Mass. it may be noted, some 2000-2500 persons annually are placed on probation for non-support.

Probation officers, however, also have responsibility for pre-sentence investigations and informal supervision of persons in cases pending. Data on such cases are available for 244 out of the 331 probation officers in Massachusetts. Of these 157 probation officers (133 male, 24 female) are responsible for 0-11 informal supervision cases; 58 (42 male, 16 female) carry 11-20; 24 (22 male, 2 female) carry 21-30; and 5 (4 male and 1 female) carry 95-115 cases.

That probation and parole case loads (particularly the former) are unrealistically high seems to be characteristic of these services across the nation. The President's Report of Law Enforcement and Administration of Justice, recently released, states that, although 35 is a suggested ideal average, 67% of all felony cases are supervised by probation officers with case loads of more than 100, while not more than 3% of all parole officers and probation officers have case loads within the suggested 35-man limit. Here is a real manpower shortage, a condition due largely to inadequate budgets.

Experience as Prob. O.'s

Nine Conn. probation officers have had less than 5 years' experience; 25 have had 5-10; 18 have had 10-15; five 15-20; and five 20-20.

In N.H. only 4 of the 21 have had less than 5 years experience on the job, the average for all being approximately 19 years.

In Mass. about 17% have had less than 2 years' experience, the average for the entire 331 being approximately 8 years, with 56 officers having more than 20 years' experience.

Salaries

The distribution of probation officers by salaries in Conn. is:

\$6620 - \$8180	4
7280 - 9200	58, including 4 females

The possible salary range is \$6620-\$9840.

N.H. probation officers receive from \$6391 to \$8047.78, supervisors from \$6716.06 to \$8372.78.

In Mass. probation officers' salaries range from \$7250 to \$10,430 (with \$300 longevity increases at 5, 10 and 15 year intervals), chief probation officers receiving from \$8141 to \$14,501.

Levels of Education

Thirty-six of Conn.'s probation officers have a bachelor's degree and thirteen have a master's degree. There is none without at least a high school diploma.

In N.H. 19 of the 22 probation officers hold baccalaureate degrees, one a master's degree, while there is none without at least a high school diploma.

In Mass. 160 (48%) hold a baccalaureate degree, while 84 (25%) hold a master's degree or beyond. Most of the others attended college but received no degree.

Prerequisites to Employment

The prerequisites to appointment as a probation officer in Conn. are graduation from a 4 year accredited college, plus one year's experience in an allied field, or a combination of college

and experience totaling 5 years. Appointments are made by the Commission on Adult Probation from the list of those who pass the Civil Service examination. There is a six months' probationary period before permanent appointment.

N.H. requires a college degree with a major in social studies, plus 2 years' experience in probation, parole and social welfare, and knowledge of sociology and related fields.

Mass. requires a college degree, plus a year's experience under supervision in a social welfare or similar agency, or one year of graduate work in a school of social work, although the Commissioner may waive these requirements if the applicant is of demonstrated and exceptional aptitude for probation work.

Recruitment

Conn. uses statewide announcements of examinations and interest in employment is sometimes generated by public talks made by members.

In N.H. the Department of Personnel issues a publication of openings, which is widely distributed to students and others who may apply.

In Mass. probation officers are not under Civil Service laws but are appointed by the justices of the court, subject to the approval of the Commissioner of Probation. There is, therefore, no "recruitment program."

In-Service Training

In Conn. probation officers have an orientation period, regular staff meetings, and are in attendance at institutes and special courses. Provision is made for "Leave of Absence" with salary to attend institutes and special courses and also to pay from 50-75% of tuition for courses that pertain to the job.

In N.H. each new officer spends a period of time with an experienced probation officer.

In Mass., where a Commissioner appointed by a committee of judges has executive control and supervision over probation work in all of the courts of the Commonwealth, a number of institutes, courses and seminars have been held in cooperation with universities in Boston, and further seminars are now being planned.

Conclusions

Possibly one of the most immediately useful results of this survey is to provide correctional administrators, legislators and others with a comparative basis for assessing and considering correctional manpower needs and problems in their individual states. The data gathered reveal a considerable variation in significant factors related to the numbers, qualifications, and procedures for recruiting and training correctional manpower among the six New England states. Some of these differences are justified by real differences in the needs or circumstances of correctional work, but others appear to have outlived any possible original usefulness or to exist merely because they serve or seem to serve the special interests of aggressive minorities of the population rather than the general social good.

It is apparent, on the other hand, that the New England states have in common a need for more correctional personnel and for much better training facilities for such personnel. In some instances these inadequacies are so great that correctional work is not done, procedures considered desirable by standard setting bodies of experienced correctional administrators cannot be used, the potential contribution of Corrections to crime control is not achieved, and what sometimes is thought to be fiscal economy turns out to be a contribution to both human and fiscal waste.

However, the facts about present correctional manpower in New England do not provide a reasonable basis for a projection of future manpower needs either in quantity or type. This is because of the strong likelihood that fairly rapid changes in the kinds and use of correctional facilities and programs will affect manpower needs. The trend in corrections is towards the use of community treatment facilities for non-dangerous offenders. There is likely to be a greater use of probation, work-release programs, home furloughs, pre-release centers, early parole, community clinical and counseling centers and half-way houses. Within institutions there is likely to be a further development and greater emphasis on treatment programs and facilities, more use of staff women in institutions for men and, in general, a greater emphasis on putting real meaning into the label, "correctional."

Such changes will require staffs with at least a basic knowledge of the principles of the behavioral sciences, with a capacity to learn to apply their knowledge to correctional purposes, with the ability to make reasonable judgments and decisions about the behavior and treatment of people under conditions of probability rather than certainty, and as fully responsible members of a treatment team rather than as persons, under orders, following a predetermined routine. In other words, correctional work, at all levels, will require a professional attitude towards work and substantially better training for it.

Given the high probability of movement in this direction, it is reasonable to predict that, regardless of the present manpower situation in New England, there will be increasing need for both more and better trained correctional personnel at all levels and for the recruitment of those having, or capable of acquiring, such levels of training and professional motivation and interest in their work.

To some extent corrections shares a manpower problem with all of the so-called "helping services," although it is difficult to avoid the strong impression that among these the correctional field is perhaps the most disadvantaged. The Recommendations derived from this study and presented in this report are intended to bring about worthwhile and significant improvements in the correctional services; and it is believed that this can be done. More fundamentally, however, the lifting up of all of the "helping services" to a level suggested by current references to the "Great Society" will very likely wait upon a more general, conscious, deliberate and intensive public reconsideration of social values and policies and a consequent reallocation of public resources in support of informed and constructive efforts to improve the human condition.

Note: A tabulation of all of the data gathered with reference to correctional officers in the correctional institutions for adult males in the six New England states is available separately on request.

II. CORRECTIONAL STAFFS OBJECTIVES AND CONDITIONS OF WORK

The ultimate objective of NECAC in initiating this project was to improve the effectiveness of correctional programs by obtaining personnel in numbers sufficient to do the necessary work and with adequate pre-employment education, experience and training, or the potential for obtaining and continuing to develop these qualifications after employment. There is an implied assumption that existing personnel, especially at the level of line officers, are - with exceptions - not available in sufficient numbers, nor do they have adequate education or sometimes potential, for training in correctional work as it is now developed in New England. The New England Correctional Manpower and Training Project was initiated for the purpose of determining the facts with reference to the needs, availability and training of correctional manpower and to propose and initiate programs designed to obtain, improve and develop effective personnel for correctional work.

In approaching this task, the Project Staff found it necessary to consider certain preliminary matters.

Correctional work or corrections refers to the rehabilitative treatment of convicted or adjudicated offenders who have been committed by the courts to the custody of public, or occasionally private, agencies.

Correctional manpower is not a precisely defined term but in view of the origin of the project as a response to needs felt by correctional administrators, organized as the New England Correctional Administrators' Conference (NECAC), it appears that the intended focus of concern was upon the staffing of state correctional systems, including probation, parole and prisons for adult male and female offenders. Further, although there are, no doubt, problems attendant upon obtaining professional staff personnel at the level of psychiatrists, doctors, clinical psychologists, chaplains, teachers and social workers, by far the most numerous personnel, and those most commonly without pre-employment training for their work, are the correctional officers in institutions and, to a lesser extent, shop instructors. If studies such as this are to be extended, they might well include not only the personnel of correctional services for adults but also the staffs of state correctional institutions and related services for juvenile offenders, as well as the staffs of county and municipal jails and houses of correction. It is, of course, recognized that

the staffs of private correctional agencies and the secondary or incidental work of other public officials may also be intertwined with correctional manpower problems.⁴

The Meaning and Objectives of Correctional Work

Collectively correctional personnel are engaged in tasks set by the law which more or less reflects, and is responsive to, public opinion and sentiment. Confinement in a correctional institution is commonly thought of as a way of punishing a person for his offense by depriving him of his liberty to go at large in the community, and regardless of what the public may think of probation or parole, the offender regards them as restrictive conditions much less desirable than freedom.

A large proportion of institutional commitments appear, however, until now, to have been made primarily in the interest of protecting social rejects for whom other forms of protection and treatment are not actually available, as in the commitment of drunkards to jails and state correctional institutions, a practice now being challenged. Traditionally, punishment itself has been thought of as corrective in its effect, inasmuch as it was presumed that the offender would, through imprisonment, discover that the penalty for offending offsets any gain from the offense

⁴ As used in this report, the terms "correctional manpower, correctional worker(s), and correctional personnel" refer to all persons, whether in state probation or parole agencies or in prisons, who work directly with offenders or administer treatment programs. It does not include clerical workers or others in the business office concerned only with financial or housekeeping matters.

The term "correctional officer" refers to the line and supervisory officers who bear that title in state correctional institutions, as distinct from such professional treatment personnel as social workers, psychologists, etc., and as distinct from probation or parole officers who, usually under separate administrations, supervise offenders in the community.

The term "correctional system" is used to include the totality of public state correctional agencies - probation, parole, and prisons - in whose custody convicted offenders are placed by sentence of the courts.

itself and therefore makes crime unprofitable. It is obvious from the extent of recidivism that in many instances imprisonment does not, however, act as a corrective to criminal behavior and that the offender usually needs assistance while in prison to bring him to the point of wanting to be law abiding and to help him to do so. Whether this can be accomplished or not, society is protected during the offender's imprisonment from any possible damage that he might otherwise have caused had he not been imprisoned. The assumption is also current that others who might be inclined to commit offenses may be deterred by the knowledge that those who break the law may be imprisoned; indeed, imprisonment may be viewed as one way of saying publicly and forcefully that we, as a society, will not tolerate certain kinds of behavior and in so doing we give support and reinforcement to right behavior on the part of anyone who might otherwise be inclined to do wrong. It is common knowledge that it does not always accomplish this result.

Under the law, then, the primary obligation imposed upon correctional institutions is to keep safely in custody those who are committed to them by the courts. Presumably both the law and public sentiment require that this be done in accordance with not less than minimum standards of human decency and dignity. Quite apart from humanitarian considerations, standard setting bodies such as the American Correctional Association accept that inasmuch as most offenders are destined to be released into society within two or three years after commitment to state correctional institutions, whatever can be done during the period of their imprisonment to minimize the tendency to break the law and to develop and reinforce the inclination to be law abiding may be as important for social protection from crime as was the imprisonment of the offender in the first place. It has also come to be recognized that safe custody cannot be most effectively maintained solely by physical restraint but requires the support of a well-organized, constructive, humanitarian, corrective program. The tasks assumed by state correctional institutions are, therefore, custody and correction, and these are inseparable and interdependent.

A variable proportion of offenders is placed on probation, normally following the suspension of a sentence of imprisonment. This is an arrangement by which the offender is released into the community under conditions imposed by the court and under the supervision of a probation officer and the offender need not serve his sentence of imprisonment unless further misbehavior during

extremes is usual but, at any rate, correctional administrators are likely to feel that the prevention of further violations of the criminal law is their fundamental objective and that other modifications of behavior are sometimes, but not always, an essential means to this primary end.

A natural eagerness to stop offenders from repeating their offenses is reflected in a not uncommon public belief that this can be done by simple procedures that may range from flogging to counseling, or that if only enough psychiatrists or chaplains were available offenders could usually be rehabilitated. This simplistic position leads also to the unreasonable assumption that correctional institutions - no longer called penal institutions - know how to correct offenders and should be expected to do so for most of those committed to their control. In response to this, correctional officials have been put on the defensive and, instead of recognizing and saying that such expectations are unreasonable and unrealistic, they have more often called attention to their introduction of - or sometimes to the appearance of having introduced - less punitive and more humanitarian procedures in their institutions under the guise of correctional procedures when, in fact, the correctional effects of these procedures have not been evaluated and their usefulness for rehabilitative purposes is merely assumed.

Even if the goal of the correctional effort is quite directly and simply the reduction or prevention of further unlawfully deviant behavior, the task of corrections is still not a simple matter. Although much has been learned and is being learned about why people behave as they do and how human behavior may be modified, the conditions that have to be changed, both within the offender and in the circumstances of his life, are likely to be numerous, subtle in their interplay, resistant to any simple, quick and permanent alteration and not remediable by any corrective programs specific to various types of offenders. In other words, the position of correctional personnel, whether they be psychiatrists, chaplains, social workers or correctional officers with reference to criminal behavior is comparable to the position of medicine in relation to such ailments as the common cold, ulcers, "heart attacks," diabetes and cancer. Their effects may be usefully modified but they are not likely to be cured by treatment.

In connection with this project study, it is assumed that it may be necessary to punish some offenders by imprisonment for the therapeutic shock effect it may have as a preliminary to other treatment and as a way of publicly reiterating that such acts as may be represented by the offender's crime are strongly disapproved. It may also be necessary to imprison disturbed and dangerous persons whether they are good prospects for correction or not, just as it may be necessary to immobilize a dangerous sick animal with a tranquilizer gun as a preliminary to bringing him under control for treatment, whether the treatment is successful or not. It is further recognized that some repetitive offenders - whose crimes are more annoying than dangerous or destructive and do not invite long sentences - may, nevertheless, through frequent sentences, spend, and need to spend, much of their lives in a controlled environment which, for the present and in the absence of other facilities, will probably be a correctional institution.

A few of those committed to correctional institutions do not need correctional services. At the other extreme are those offenders who are unresponsive to correctional efforts and whose attitudes and behavior do not improve during their imprisonment, insofar as such change can be detected; although it should be noted that experienced prison administrators have commonly known some career offenders of the so-called "hardened criminal" type who, as they approach middle years, will suddenly get an honest job, settle down and show no further interest in continuing their previous way of life. The remainder of those sent to state correctional institutions - and they comprise possibly 80-90% of the total - are responsive in varying degrees to correctional efforts.

With reference to this latter group, it may be noted that life in any correctional institution differs in many significant ways from life in the community outside to which the offender is expected to return and in which he is expected to assume at least the minimum responsibilities of citizenship. Life in an authoritarian prison community - a one-sex world of adults only, where normal social contacts are lacking, in which one's companions are society's failures and rejects and in which the offender does not have to assume responsibility for getting and keeping a job, paying for his maintenance, or for making the innumerable decisions that he must make in the outside world -

is not likely to prepare a social failure to be a successful citizen outside. At best it can hope to prepare him for the struggle that is to come and to avoid burdening him with too many handicaps. In other words, the correctional institution, like the surgeon who performs an operation, provides a necessary first step in a correctional process, the later stages of which require effective and constructive parole supervision, the services of community agencies and the readiness of the community to accept its responsibility for assisting and reabsorbing the socially handicapped.

Increasing recognition of the limitations of the conventional walled prison as a correctional institution is leading to the more general use of open type institutions, forestry and land reclamation camps, pre-release centers, halfway houses, community correctional service centers and to the extended use of parole and probation. A likely consequence of this will be a tendency - subject to being offset or supported by other factors - to reduce the proportion of convicted felons in state correctional institutions of the maximum and medium security type and to leave the populations of these institutions weighted with offenders who are the most difficult and unpromising rehabilitative prospects.

Although prisoners in state maximum security prisons will vary from state to state and even though there is a wide range of variation within the population of any given prison, it is likely that a majority of those so imprisoned will be from the lower socio-economic levels of society and that many of them will have come from multi-problem families whose members have been unable to cope with the normal problems of existence in a difficult social and physical environment. Under these circumstances, criminal behavior, of a rather direct and aggressively physical sort, appears as a normal part of life and it may seem to some disadvantaged people the only way by which they can meet their needs. The correction of criminal behavior that grows out of such conditions requires understanding of patterns of behavior and values that normally differ greatly from the usual patterns in the middle and upper class socio-economic levels of society.

Implications for Correctional Personnel

Correctional work in prison appears likely to be more effective if those who deal directly with prisoners have a sound grasp of the nature and significance of the lower socio-economic class

milieu from which the majority of prisoners come. There are two ways of getting this; one is to be born in or close to the conditions and circumstances of such an environment; the other is for those who have been brought up under more fortunate circumstances to learn about it and develop a sensitivity to its effects from study and field experience. Whether it is better for those who work with the socially disadvantaged to have been born and brought up in such circumstances or whether they should be those who have acquired understanding of that environment as an alien culture is much debated. Each upbringing has its own advantages and disadvantages. For the correctional worker it appears, however, that skill in dealing with offenders is more likely to be dependent on type of personality than place of origin per se.

The shift from custodially-oriented to treatment-oriented institutions has changed the conditions under which correctional officers work. Custody involves well known direct and established procedures that can readily be taught or learned and in which the correctional officer can become expert. Correctional treatment, on the other hand, is usually non-specific. It involves procedures that are only very broadly standardized, if at all. It involves continuous decision making on the basis of inadequate evidence and it requires the willingness to act on probabilities rather than certainties. What can be taught the correctional officer are basic principles of human behavior, ways of viewing or approaching conceptualizing situations and fundamental policies and attitudes towards correctional work. The content of such a teaching program is abstract, although, of course, it may be illustrated, and the consequences of its application are not easily measurable or observable. As a result, the correctional officer may become frustrated, insecure and uneasy.

With reference to institutional correctional workers, these circumstances imply that workers who now join the correctional services should be those who possess or are able to acquire attitudes towards their own work, their own education and their personal needs that will enable them to take satisfaction in their work beyond that which they may get from having accomplished some specific task whose boundaries and results are more or less sharply defined, or from their wages and the fringe benefits that go with them. The conditions of their work need to provide normal opportunities for the advancement of qualified officers as well as a sense of participation in a worthwhile task on the part of those

for whom the post of correctional officer may be terminal. Those who come into the service as line officers having better than high school education and from a generally more advantageous social environment are likely to be better able to achieve promotion, but it is also probable that they will stay in the correctional service only insofar as there are reasonable opportunities for promotion. However, a few, even from the more advantageous backgrounds may not have the potential to rise far on the administrative ladder; yet they too will need to serve under circumstances that will permit adequate work satisfactions if they are going to continue in the field.

Within a correctional system, in proportion to its population, there may be minimum, medium and maximum security institutions. Prisoners selected for transfer to minimum security institutions, such as forestry camps, are likely to be the better correctional prospects, or those who have come from the relatively more advantaged segments of society, or who have at least assimilated a non-criminal way of life; and so the institutions that house them can more easily and with less risk emphasize correctional rather than punitive or purely custodial procedures. Such institutions become more favored and congenial posts for correctionally-oriented staff. This, in turn, may tend to leave the more difficult offenders in the custody of correctional officers in medium and maximum security institutions, whose staffs may be the least correctionally oriented. In itself this may not be altogether undesirable if the prisoners in their custody are not the symptomatic or situational types of offenders who need and may be helped by counseling and relatively superficial therapy, but are rather the types of offenders who are habituated and adjusted to a lower class criminal or near-criminal milieu. These are the prisoners who might most readily respond to the example of correctional officers who have originated in a lower class non-criminal milieu and who have suffered disadvantages similar to those of their prisoners, but who have overcome these disadvantages. Such officers, though they may be rough diamonds with only a minimal education, may be intelligent, well adjusted men of integrity, strong character and good will.

A large and varied prison system has an opportunity to place correctional officers in the types of situations in which they can be most effective. This should not, however, prevent their having the broadening experience of working in other types of

situations with officers differently oriented. Regional cooperation among correctional systems could conceivably provide such opportunities for smaller, one-unit states through temporary visiting assignments and exchanges of certain personnel.

The tendency to utilize professional treatment personnel, especially at the psychiatric level in the institutions that have the more difficult prisoners, can produce in such institutions a major gap between professional treatment personnel and the correctional line officers that may produce disturbing conflicts. A related problem derives from the fact that professional treatment staffs that have high status in correctional systems, as viewed by administrators and the general public, are likely not to be so highly regarded by inmates. In general, adequately trained professional personnel interested in treatment - as opposed to research - are not available in sufficient numbers to give treatment to more than a small part of institution populations and, among those treated, priority is likely to be given to those whose behavior is disturbing to the institution.

Under such circumstances more effective communication between these diverse personnel groups and more effective involvement of correctional personnel in the clinical treatment process, at least at the level of replacing indifference and obstruction with empathy and support, is indicated.

Classification, now established largely in name, needs to be established in substance. When this is done it will be possible to suggest treatment plans for each prisoner, individually tailored within the limits of the facilities and duration of their sentences. It is understood that completely individual attention in the working out of these programs will not ordinarily be feasible; nevertheless, such programs will enable the grouping of prisoners on the basis of their significant treatment needs and possibilities.

Identification of the needs and resources of individual prisoners and the development of therapeutic programs by treatment teams that should include line correctional officers is a desirable way to give meaning to the title of correctional officer and to give him a significant, systematic and constructive role in the correctional process. This, in turn, will require training in which custodial procedures, though recognized as necessary and prerequisite to the correctional task, are not the

major topic of the training course.

There is reasonable ground for believing that adequate clinical diagnosis of the factors responsible for unacceptable individual behavior is often more readily achieved than is an effective program for inducing desirable changes in behavior. Moreover, the process of correctional change is likely to be gradual, to require much time and persisting personal contact between the subject and sincerely concerned change agents.

Line correction officers spend many more hours in contact with prisoners than do members of the professional treatment staff. They should, with proper instruction and supervision, be able to carry out a major part of the treatment plans for most prisoners under the direction of the treatment staff. The parallel to this is found not only in the physician-nurse-patient relationship in hospitals, but also in the more closely related social service field in which - in the Big Brothers of America program, for example - lay persons, properly screened, selected and oriented, work with individual boys with the guidance and assistance of professional social workers. This use of correctional officers in treatment programs will also, necessarily, require the professional treatment staff to work more closely with correctional officers than many now do and to spend more time in teaching, demonstrating and guiding than in direct therapy with prisoners.

It is not to be supposed that individual treatment plans alone will necessarily be effective in correcting the wrongful behavior of prisoners. It is reasonable to suppose that such treatment plans would usually make a worthwhile contribution to that end. Treatment, of course, will still be limited by the fact that feasible terms of imprisonment as set by legislators, courts, and parole boards may not coincide with the time necessary for the completion of a rehabilitative plan. It is also likely that the normal requirement of adjustment of prisoners to the conditions of living within a correctional institution may be antithetical to the development of those personal qualities and habits that contribute to successful adjustment outside. The circumstances of life to which prisoners may return can pose major barriers to their reasonable assimilation into the community. It also has to be recognized that we simply do not have enough knowledge to devise specific procedures for producing specific desired changes

in the behavior and attitudes of most prisoners. We have only a certain general knowledge of procedures that are often or usually contributory to improvements in behavior and supportive of tendencies to be law abiding and responsible. Even these modest, though presently inadequate, expectations from classification and treatment programs and plans are worth striving for. Beyond that, they are among the procedures that are essential to finding out how to improve our correctional methods when they are accompanied by research into their effectiveness and into the factors that are most significantly correlated with that treatment.

The development of classification to a point where it has real meaning and substance requires that correctional personnel have greater ability and professional knowledge than the minimum now possessed by correctional line officers. It therefore offers the possibility of growth and of promotional opportunity for those correctional officers who are interested in becoming qualified for posts in the treatment service and who can acquire the knowledge needed to function effectively in such posts. In turn, it indicates a need for line correctional officers to be familiar with and supportive of the basic assumptions of a correctional treatment program. To this end, indeed, not only correctional officers but all staff members - administrators, teachers, chaplains, social workers, custodial officers, shop instructors, clerical workers and all others in a correctional system - would benefit by more specifically planned exchange of information about what they do and why than is now common.

The conclusion to all of this may be that training of line officers should, apart from the readily taught custodial procedures and skills, now include information about the philosophy and basic assumptions of correctional systems and correctional procedures sufficient to assure the acceptance by correctional officers of the desirability of such procedures in spite of their limitations. Further, the correctional officer should become sufficiently acquainted with the relation of his work to that of the professional staff, and indeed to the total correctional system, as to be supportive of them and at the same time enable him to be confident and secure in the performance of his own specific tasks which may involve an increasing measure of active participation in the planning and carrying out of treatment procedures.

Qualifications and Training Needs of Correctional Officers

For the line correctional officer average intelligence and range of general knowledge, a degree of native skill and experience in social relations, integrity, a sense of human decency and dignity, and good personal adjustment are probably more important as entry qualifications than high levels of formal education or pre-employment training. Men with such qualifications should be good prospects for an in-service training program that does include something more than custodial skills. There is no reason why such people could not be effectively trained in correctional philosophy and in a basic knowledge of what the behavioral sciences have to contribute to our understanding of human behavior; but it must be remembered that this, in turn, is dependent upon getting teachers who have experience and skill in teaching adult pupils who have this level of pre-service training and ability.

It is not likely that college graduates will be interested in opportunities as correctional line officers except on a short-term and temporary basis. Some have found it a means of getting a type of field experience that might be useful to them in their intended careers as lawyers or clergymen. Consideration might be given to seeking the part-time services of selected college students who meet age and physical requirements and who will take the in-service training program. Quite possibly some graduates of two year community colleges could be interested in beginning careers as correctional officers if arrangements could be made to employ them at age 20 and if promotions on merit could be given more rapidly than present procedures often permit. Moreover, some community colleges have expressed a readiness to develop training programs directed towards careers in corrections if they know that such graduates can be placed.

Four-year colleges and universities are not likely to be greatly interested in training correctional line officers in the specifics of their occupation nor is it probable that university staffs would include teaching personnel presently competent to do so. They may very well arrange short-term non-credit institutes and also offer some evening or summer courses or programs dealing with basic data, conceptualizations, principles and philosophy in criminology and the related fields of sociology and psychology. Under some circumstances they may obtain the

services, as visiting teachers, of top-level correctional administrators, treatment, or research personnel to teach specific courses adjunctive to their official posts. Such courses might be available to correctional officers, among others. In practice, the correctional officers would, of course, have to have motivation and the time to take courses and they would need to have or be given the financial means to do so. However, university training at this level is likely to lack continuity and to be undependable as a regular and continuing means of obtaining training for correctional work. For the most part, it may be expected that essential occupational training at the correctional officer level will be of the in-service type.

The steps toward improvement of such in-service training involve an effort to recruit and select personnel who can meet higher than minimum standards, to develop increased motivation and opportunities, to provide an improved and continuing program of study and professional growth, and to obtain teachers of high skill in the specialized field of in-service training for an occupation in which financial rewards are not very directly related to professional training and in which the opportunities for promotion are limited. This is a difficult task and it may never be done perfectly, but certainly it is reasonable to expect that much improvement over the present available training and opportunities can be developed. It is the purpose of this report to attempt to show how this task can be done within the framework of existing and possible changes both in recruiting personnel and in the conditions and opportunities of their employment.

Inevitably some 95% or thereabouts of those committed to state correctional institutions will be returned to the community within an average time of three years, more or less, after they have been received into prison. It is now well recognized by professionals in the field of correction that life in even the best of prisons does not fit the prisoner to meet the demands of a law abiding life in the community into which he is to be released. At best it can help to prepare him to begin adjustment for such a life after the prison doors close behind him.

Qualifications and Training Needs of Correctional Social Workers

Correctional systems are moving away from confronting men and women with an abrupt change from the restricted, dependent, authoritarian life of the prison to the life of a free, independent, and responsible citizen. Doing this involves moving the prisoner through a graded system of walled maximum and medium security institutions to minimum security open-type work and forestry camps, through pre-release houses, community residential centers and conditional release under parole supervision in the community. There is an increasing tendency to use work release programs and home furloughs as an accompaniment of imprisonment. The total process involves a continuum directed toward ultimate free citizenship, the next to the last stage of which is conditional freedom in the community under parole supervision. Ideally, preparation for law abiding release from prison begins with the offender's classification and placement soon after his reception in the institution. It should be the responsibility of the parole service to become acquainted with the prisoner in the institution, especially as he nears the probable time of his release, to assist him in making arrangements for his return to the community and to give him constructive supervision as necessary or as desirable after his release.

Although parole personnel have a protective responsibility to the community and may perform some duties that have the attributes of police work, their essential task is neither custodial nor investigatory, but is intended to be one of constructive assistance to an ex-prisoner who presumably desires to meet the requirements for remaining free and law abiding in the community. The parole officer deals with his clients largely on an individual basis and his task also involves the capacity to work with families, employees and other members of the free community who have a more or less direct relationship towards and a degree of responsibility for the parolee. He needs to have assistance from the community in dealing with problems of ex-prisoner employment, licensing, bonding, domestic relations, family welfare, etc., and to know the persons and procedures useful in dealing with them. In turn, the personnel of such community agencies have need to understand the special problems confronting released offenders and to develop effective procedures for helping the parole officer and the parolee to deal with them.

If he is to do his job well the parole officer must have the knowledge, the wisdom, and the skill in human relations to make wise decisions in matters of human relations and human behavior, to know when and how to get help in these matters and to be able to work with his colleagues and superiors within the boundaries of the rules and policies of the parole system. It appears something less than sensible public policy to spend \$6,000-\$12,000 per prisoner for a three-year correctional program in an institution and then to release him under the supervision of a parole officer, as so often happens, without adequate funds or lawful means of meeting his essential needs for food, lodging, carfare and clothing during the usual two to three week period before he receives his first paycheck.

Both the nature and the conditions of work of the parole officer require for his proper performance a higher minimum level of professional knowledge than is presently required of correctional officers. However, like the correctional officer, the parole officer should also be a person of integrity who can command the respect of his parolees. He needs to be personally well adjusted and to have a high regard for the fundamental dignity and decency of human beings. These qualities should be supplemented with a refined and sophisticated understanding of human motivations and human behavior based upon professional knowledge that includes but goes beyond simple common sense.

To all intents and purposes the central task of the parole officer is that of a social worker, more particularly a psychiatric social worker who has had enough training and experience in criminology and corrections to give him an awareness of the special nature and problems and principles of the field. Such a person needs the kind of orientation to the policies and procedures of the parole department and to the conditions under which his work will be carried out in it as might best be given in an in-service training program which would be part of his orientation at the time of his employment.

But the basic knowledge that the parole officer should have is of a sort that is more generally available in undergraduate courses in sociology, psychology, political science, and, of course, more specifically, that area of sociology or psychology that deals with criminology. The necessary social work training with which these should be supplemented is of the sort tradition-

ally given in schools of social work that are members of the Council on Social Work Education.

It is probably not absolutely necessary that a person take this type of program in order to become a professionally competent parole officer, however desirable such a prolonged course of preparation for the work might be. Conceivably, what is essential for the parole officer could be given in a shorter period of time in programs of a sort not yet developed but which might very well be appropriate for colleges and universities to give. There is always the possibility, too, that such individual courses as are often available in evening programs of urban universities and open to one who is not seeking a degree - together with special institutes and short-term non-credit courses that are offered by some universities - would be helpful to the parole officer, already appointed, who has not had the advantage of preliminary and prolonged degree programs in preparation for his work. At any rate, for the parole officer as distinct from the line correctional officer in prisons, the sort of basic preparation which is most needed is quite definitely of a sort that it is appropriate for colleges and universities to provide and very probably much better and more useful programs directed toward this end can be devised. Again, it is the purpose of this report to explore the possibilities for utilizing the facilities of colleges and universities on a regional basis to this end.

It is obvious that for those who are employed as social workers in correctional institutions, as well as for those employed in counseling and guidance work with individuals, much the same situation exists as that referred to for parole officers. The work of these people is at a professional level and, apart from the specific orientation to their work within a particular correctional system, what they need in the way of preparatory professional training is already available in departments of psychology, sociology, and guidance counseling at the undergraduate level in universities and in schools of social work, and some other specialized programs in education, sociology and psychology at the graduate level.

Again, however desirable such prolonged preparation might be, it is also possible that a short-term, more intensive program in colleges and universities, not overlooking junior colleges, might be devised that would be a considerable improvement over

the preparation that some such workers have at the present time, even though it might not be as extensive and as fundamental as that in existing programs in the universities. No doubt existing college and university programs could in many ways be made more useful to professional correctional personnel. Again, it is one purpose of this paper to attempt to suggest ways in which this might be done.

Not all offenders convicted of serious felonies and misdemeanors are sent to prison. From 1/6 to 3/4 of them, in fact, depending upon the court, are placed on probation, usually under suspension of their sentences. This sort of conditional return to the community without imprisonment is presumably based upon the judgment of the court that such offenders are non-dangerous to the community, are not persistent offenders, have not aroused great public indignation by their behavior, are reasonably normal in their personality, and are good rehabilitative risks. In other words, probationers should be among the most promising offenders for restoration to a law abiding way of life.

The responsibility of the probation staff is to assist the court in making a discriminating judgment as to the appropriate sentence for convicted offenders by preparing for the use of the court a pre-sentence investigatory report and to give constructive supervision in the community to offenders placed on probation by the court.

On the whole, the clients of the probation officer are likely to be more promising for restoration to good citizenship than are those of the parole officer. Nevertheless, the task of the probation service insofar as it related to offenders placed on probation is, like that of the parole officer, a job of professional social work and it requires comparable basic qualifications. The desirable preparation for it, therefore, is like that of the parole officer.

In practice, because of the different experiences of probationers and parolees, before they are released into the community, and because of the resulting differences in public opinion and attitudes towards them, it has sometimes seemed easier in practice to set higher qualifications for probation officers than for parole officers, and probation work has seemed more attractive to potential correctional workers in the field than has

parole work; of course, in some instances the same staff supervise probationers and parolees.

In the past the treatment of convicted offenders, especially in prisons, has been thought of largely in terms of custody and of surveillance. Contemporary knowledge both suggests and provides the means of doing much better than this as a means of public protection, of demonstrated public economy, and for salvaging human lives. If society is to benefit by such knowledge it is necessary that correctional personnel be adequately prepared and equipped to use it and have the potential for doing so. Whatever the treatment of offenders may have been it is now becoming, at every level, a responsible skilled or professional task for which commensurate education, salaries, and recognition are essential.

III THE ROLE OF NEW ENGLAND COLLEGES AND UNIVERSITIES IN CORRECTIONAL STAFF EDUCATION

Correctional personnel not uncommonly assume that programs more or less directly preparatory to entrance into correctional work are given, or could and should be given, by public and private colleges. To a limited extent this is being done. Very often these courses have not been satisfying to correctional administrators seeking to employ college graduates who have useful preparation for positions in Corrections, because the needs of the correctional field and the objectives of college faculties do not coincide.

Although colleges and universities differ in the resources and effectiveness with which they achieve their ends, they are committed in their liberal arts curriculum to the development in their students of an informed and critical awareness of the essential nature of man and his universe, of the basic problems and issues of human existence, and of the methods, organizing principles and conceptualizations for extending human understanding. It is assumed that it is against such a background, and with the intellectual leverage of content and analysis it offers, that one may be best prepared to make wise decisions and to obtain whatever additional specific knowledge may be available and needed for a given purpose.

Professional schools, though not lacking in this approach, have a narrower focus of interest, which is to acquaint students with a useful specialized type of knowledge, procedures, and principles directed toward particular vocations such as medicine, law, the ministry, teaching and social work, to name those most obviously related to the needs of the correctional field.

There is increasing awareness among correctional administrators that a new and broader type of education is needed for correctional work than is now commonly possessed by correctional workers. In the upper levels of administration and among treatment personnel in probation, parole and institutions, considerable advances have been made in recent years in the educational requirements for entry into the correctional service. It is in these positions that require policy making and other decisions, that the basic preparation of a liberal education and of a professional education are most likely to be found. There is recognition among correctional leaders that it is of advantage to those going into administrative and treatment positions in Corrections to include in their college programs courses in criminology that acquaint them more specifically with the nature of the correctional field

in which they will do their work. This is analogous to the advantage for the prospective teacher, minister, or doctor, of learning about the history and social structure of a country or about the culture of an ethnic group in which he is going to teach, to administer, or to practice medicine. The resources that colleges and universities offer to this end may often include courses in criminology, juvenile delinquency and social deviancy.

The indefinite multiplication of courses in criminology at the college level to the point where they comprise a major part of the curriculum is neither warranted by the available content nor desirable to the exclusion of basic courses in the behavioral sciences. It is important that courses in criminology be built upon an understanding of the basic principles, methods, and approaches to the understanding of why people behave as they do that are taught in departments of psychology, sociology, and anthropology. Nor should correctional personnel overlook course offerings in public administration, education, social work, and other fields that have relevance to particular kinds of professional work in Corrections.

Although most undergraduate students who enroll in liberal arts colleges or in professional schools do not plan careers in Corrections, some students majoring in the behavioral sciences or enrolled in graduate schools of social work do learn about opportunities in the correctional field and are attracted to it, chiefly at the level of treatment, research, or administration. Whether they then make careers in Correction - as small but increasing numbers do - or whether they are frustrated in their effort to get started and turn to more readily available opportunities, depends in considerable part upon age, residence requirements, discriminatory civil service barriers such as absolute, as distinct from preferential, preference for veterans, and upon awkward and unattractive methods of appointment and promotion. No doubt it would be of advantage to some students if college faculties in the behavioral science fields, and other personnel such as vocational counselors and placement officers, were better informed about the desirable opportunities for both men and women in modern correctional systems.

For those already working in the field of corrections, restrictions on the enrollment of part-time students, the difficulty of financing leaves of absence for full-time study, the problem of meeting college entrance requirements and lack of motivation to

undertake formal study are among the barriers to their utilization of college resources. Fortunately, these obstacles, and their effects upon the improvement of correctional systems, are now more clearly recognized by both correctional administrators and college teachers of criminology and, as a consequence, efforts are now being made to reduce their limiting effects. On the part of colleges and universities this sometimes includes the offering of continuing education and extension credit and non-credit courses relevant to correctional work that are open to part-time, non-degree students.

Until recently Boston University was the only university in New England with a program and sequence of both undergraduate and graduate level degree credit courses in Criminology. Such courses in Criminology have been taught continuously at Boston University since 1923 and have been taken by correctional administrators and treatment and research personnel, as well as by sociology majors of whom a considerable number over the years have gone into correctional work. The first doctorate in Sociology with a specialization and dissertation in Criminology was awarded to Saied Eweis in 1956; since then three more doctorates in Sociology with majors in Criminology have been earned and others are in process. The M. A. degree in Sociology with a specialization in Criminology has been offered for a longer time and has been completed by many students who have made careers in Corrections. Publication in professional journals of papers in Criminology, done in course, by M. A. candidates at Boston University began before 1940.

Northeastern University has had for some time a program of courses in Law Enforcement and has recently established several courses in Corrections for undergraduates in its University College to be given in Boston, Framingham and Springfield. Northeastern's Department of Sociology and Anthropology has also announced a program of graduate courses that will provide for an M. A. in Sociology, with a specialization in Criminology, to begin in September 1967.

Of the 109 liberal arts institutions of higher education in New England from which information was obtained, 50 have a single course in Criminology and 12 have a second in Juvenile Delinquency. A less specific course in Social Deviancy is becoming increasingly common and certain other courses include some reference to

criminology as part of a broad discussion of social problems. These courses are normally part of the curriculum in Sociology and most students who take them are not planning a career in Corrections. A few students who enroll in such courses may already be working in the correctional field, usually at a professional or administrative level.

Courses of this sort provide desirable background, basic knowledge, points of view and conceptualization, and critical awareness of the nature and extent of the problem of crime and its treatment, but they are not directed towards the specific, immediately applicable skills and on-the-job training needs of correctional personnel at any level. Insofar as liberal arts college courses in criminology have any vocational orientation at all, they tend to be useful as preparation for professional level work in correctional research, social work, counseling or administration.

Those who teach liberal arts courses in criminology are not likely to think of Corrections as offering a desirable career opportunity for college graduates or to feel that many suitable opportunities are available for their graduates in the correctional field. This is both because they lack adequate information and also because, at present, the opportunities are, in fact, relatively few and the ways to utilize them may not be clear.

Many college courses, other than those in Criminology, provide administrative or professional education with applications in a variety of fields, of which Corrections is one. These include courses in Public Administration, Clinical Psychology, Teaching, Counseling, Vocational Rehabilitation, etc. They are not oriented towards Corrections and most students who take them rarely, if ever, think of their application to a career in Corrections; nor are they likely to have supplemented their specializations in these fields with even one course in Criminology.

There are six graduate schools of social work in New England. Three of these - Boston College School of Social Work, Boston University School of Social Work, and the University of Connecticut School of Social Work - make field placements of their students in the correctional services.

Operating under a Federal grant, the Boston University Law-Medicine Institute has, at intervals since 1963, provided a series

of non-credit programs directed towards probation officers and other professional correctional workers and towards those in related fields. Northeastern University has announced its willingness to teach some of its courses in correctional institutions

Some Considerations Affecting Correctional Training by Institutions of Higher Education

It is not to be expected that four-year degree granting institutions of higher education will provide training in degree programs for correctional work below the professional or administrative level. Colleges and universities, indeed, consider that their primary function is to educate, not to train, and they are inclined to distinguish between these objectives.

It is not likely that non-credit college courses outside of regular degree programs will have either the content or the continuity necessary to make them effective as in-service programs, even in the professional and administrative areas, although they may provide useful and broadening supplements to in-service programs.

Students prepared to enroll on a part-time basis can take college courses only if their work hours can be suitably adjusted and if they can obtain financial support to cover tuition, supplies and travel expenses.

It is not likely that graduates of four-year colleges will be attracted to correctional work at the level of line correctional officers except occasionally on a temporary basis.

For the long pull, therefore, the substantial improvement of correctional education depends not upon persuading colleges and universities to give courses in Corrections, but upon removing the isolation of correctional systems and universities from each other by making both of them aware of the opportunities and resources each has to offer the other, and by providing each with access to the resources of the other.

Although some departments of instruction in universities use the resources of correctional systems for research purposes, there is yet little awareness on the part of university faculties and graduate students, in general, of the excellent opportunities

for furthering their own research interests by making legitimate use of the facilities of correctional systems. In part, this is because university faculties do not know what research opportunities exist in Corrections, and in part it is due to the reluctance of correctional administrators to become involved with outside personnel about whom they feel uncertain, and who can cause considerable difficulty, and even danger, by their ignorance, their lack of concern about the disturbing effects of their presence and the effects of their research behavior upon the institution or agency of which they are guests.

Nevertheless, the extended use of correctional systems for research in education, law, personnel management, language, mental health, recreation, counseling, vocational rehabilitation, and social work - not to mention the more obvious fields of sociology, psychology, medicine, and psychiatry - is increasing and is likely to be a most productive and mutually advantageous partnership and the most effective way to encourage the growth of professionalism in correctional administration and service.

A psychologist, studying the effects of anxiety states on the learning process, the effects of unusual environments on mental health, or the possibilities of developing programmed learning for functional illiterates, might well find his subjects most conveniently in a correctional institution. A research student, concerned with the effects on graduates of schools of social work of practicing their profession in an authoritarian setting, might find it most convenient to carry on his study among probation or parole officers.

One of the current concerns of university schools of education is how to develop curricula and teaching methods that will hold students who, although intelligent are not attracted by present programs of academic study and teaching in the public schools and who become school dropouts. Many of these students come from homes where reading is not a normal pastime and they are not inclined to make use of written sources of knowledge. The inmates of correctional institutions are often just this kind of people. They are school dropouts who did not adjust well to an ordinary school situation and who have not been attracted by book learning. The opportunity, therefore, to experiment with new curricula and new teaching methods in a correctional institution ought to provide an opportunity of much value to a school of education attempting to

devise new procedures and to evaluate their effectiveness.

If this opportunity could be made known to departments of education it could readily come about that faculty members and their graduate students would become involved in experimental teaching procedures in correctional institutions and in the process involve the institutional teaching staff in these procedures. What is perhaps equally important is that the students and the faculty members from the university would come to have a new and more realistic view of what goes on in correctional institutions. It is quite conceivable that members of the staff of correctional institutions would be invited into classes at the university as resource people exactly as school superintendents and counselors are brought in to give students at the university the benefit of their experiences with daily problems in the school system. It is not difficult to see how this relation between the school of education and the correctional institution would develop in a variety of ways so that it would become as natural for staffs to be moving back and forth between the correctional institution and the school as they do now between the public school and the university.

The same principle is applicable to university departments of clinical psychology, sociology, mental health, vocational rehabilitation, theology, business and probably even semantics.

If, as a result of the increasing acceptance of university people in correctional systems and the increasing interchange of persons and ideas, it became a normal and established procedure for universities and correctional systems to become mutually and helpfully involved with one another this could be more effective in the long run in developing correctional education and of providing a milieu which would be attractive to recruits from the university field than any number of short-term institutes and training courses. Indeed, this is probably the most basic way in which correctional education will be improved and developed, in which the resources of the universities will permeate the correctional system and in which the resources of the correctional systems will come to be used by universities. The result could be not merely a greater diffusion of knowledge and the stimulation which comes from exchange of ideas, but the further development of a professional approach and a professional attitude on the part of all people in the correctional field that would increase its attractiveness to

those considering careers in Corrections and its satisfactions to those who have already committed themselves to this socially important area of service.

NOTE: A tabulation of course offerings in Criminology currently taught in New England colleges and universities is given in Appendix C of this report.

IV OBJECTIVES AND RECOMMENDATIONS FOR A REGIONAL CORRECTIONAL STAFF TRAINING PROGRAM

Objectives of the Proposed New England Regional Correctional Staff Training Program

The New England Correctional Manpower and Training Project was brought into being for the purpose of developing a comprehensive and pioneering plan for regional correctional staff training at all levels. Since the start of this project, grants in aid of planning and starting state programs of correctional staff education have become available, and in New England, Rhode Island, Connecticut, and Vermont have already applied for and, in two instances received, such grants.

The staff of the New England Regional Correctional Project is mindful of this development and has already been in consultation with Rhode Island and Vermont project personnel. Both state and regional programs have significant contributions to make to correctional staff education but there is need for continuing definition and coordination of the appropriate contributions and areas of operation of each.

The Regional Program has coordinating and supportive functions. It can make important resources of personnel and facilities available to the several states that it would not be feasible or possible for them to provide for themselves. It can provide a channel and procedures for interstate and interdisciplinary efforts and for exchange of comparative data and ideas.

But more particularly, the Regional Program is frankly an effort to develop a new type of correctional staff training that will be both broader and more substantial and sophisticated than that which now exists. It is in essence a pioneer program designed as a unit and intended to lift education for correctional work to a new and really professional level, and that will take full advantage of the gains in knowledge - and methods of developing knowledge - about human relations that have emerged and are emerging in the universities, in business, in public safety, and public welfare.

It is assumed that the Regional Program will be directed towards administrative, supervisory, training, and treatment staffs and focused primarily on fundamental issues, basic problems, broad trends, and policies in Corrections, but not to the neglect of appropriate concern with the improvement of

procedures and resources for making the correctional effort more effective.

It is not intended that the Regional Program should undertake conventional in-service training of line correctional officers, or even of probation and parole officers, on matters specific and immediate to their daily tasks. Nevertheless, the Regional Program - through improving methods of recruiting and selecting correctional personnel, assisting state in-service and extra-mural training programs, improving the organization and procedures of correctional systems and the competency of in-service training and administrative staffs - should indirectly, but nevertheless surely, improve the conditions and quality of in-service training for specific and immediate on-the-job tasks and procedures in probation, parole and institutional work.

Recommendations for a Regional Correctional Staff Training Program

1. An office of Regional Correctional Staff Education should be established, preferably in the New England Board of Higher Education.⁵

This office should presently be staffed by a Director of Regional Correctional Staff Education, who should be provided with two competent assistants and secretarial service. It is anticipated that additional staff will be added from time to time as the need for this may be demonstrated. It would be the responsibility of this office:

- A. To arrange and direct a broad range of programs of regional correctional training of the sort hereinafter described, to continuously evaluate their usefulness and to improve their effectiveness and, in close cooperation with the New England Correctional Administrators' Conference, the New England Conference on Crime and Delinquency, the administrators of state correctional training programs, and such established private agencies as the United Prison

⁵ In the event that the NEBHE setting becomes unavailable, others that might be considered are: a centrally located university, NECAC, or the United Prison Association of Massachusetts.

Association of Massachusetts, to plan and develop new regional programs and methods of regional training as this may be possible and desirable, and to develop a regional resource, information, and consulting center for correctional manpower training.

B. To examine and review legislation and state administrative policies and procedures in the New England states with reference to education, residence, veterans' preferences, civil service and personnel administration, salary scales, procedures for promotion, etc. as they may affect the recruiting, selection and retention of qualified personnel in the correctional services; to determine the actual or probable effects of these factors upon obtaining and keeping the best qualified correctional service personnel; and to make recommendations with reference to them for the consideration of the New England Correctional Administrators' Conference and/or the New England Governors' Conference.

C. The Director of Regional Correctional Staff Education should become an ex officio member of NECAC, attend or be represented at its meetings and serve as its secretary, subject to the approval of this arrangement by NECAC.

2. It is recommended that the Director of Regional Correctional Staff Education be appointed by the Board of Directors of NEBHE in consultation with the Advisory Board of the New England Correctional Manpower and Training Project.

It is perhaps best not to specify staff qualifications in any detail but it would seem desirable that the Director - in addition to having adequate knowledge of the nature and problems of correctional staff education - be a broadly informed person whose personal and professional qualities invite respect and who will have enthusiasm for the work he is about to undertake.

Within the staff of the Office of Correctional Staff Education there should be some knowledge of law, legislation and legislative processes, some understanding of public administration and

personnel practices, of teaching methods not limited to conventional classroom procedures, at least a modest understanding of methods of social research and analysis and skill in public speaking and public relations.

3. A New England Correctional Staff Education Advisory Committee should be appointed to assist the Director.

The Advisory Committee should consist of representatives from the professional and administrative staffs of New England's correctional services, from departments such as sociology, psychology, education, mental health and vocational rehabilitation in universities and colleges and from such administrative agencies as the New England Governors' Conference and the New England Correctional Administrators' Conference. Inasmuch as the final responsibility for the program rests with the Director of Regional Correctional Staff Education and the function of the Advisory Committee is to give him access to the supplementary wisdom and experience of persons knowledgeable in a wide range of relevant matters, the members of the Advisory Committee should be selected by the Director with the advice and consent of NECAC and NEBHE.

4. The post of New England Regional Professor of Criminology should be established in collaboration with a New England university. He should be a person who is or has been a full-time teaching member of the faculty of an accredited four-year college or university, who is thoroughly knowledgeable in the broad field of criminology including corrections and who is adaptable and skillful as a teacher.

The Regional Professor would be both a member of a university faculty and a staff member of NEBHE, cooperating with the Director of the Office of Regional Staff Education and coordinating his work with that of the program of the Office of Regional Staff Education. The relation of the Director of Regional Staff Education to the Regional Professor of Criminology would approximate that of the dean of a first-rate university college of liberal arts to a faculty member of professorial rank.

It is intended that the New England Regional Professor should carry the equivalent of a full-time professorial workload during the academic year of the sponsoring university and that it should be devoted wholly to the regional duties hereafter

specified or accepted as directly related thereto.

It would be the responsibility of the Regional Professor to develop such teaching arrangements for himself, as might be appropriate, with any or all of the New England institutions of higher education and with the New England correctional agencies. It is intended that he should seek and accept invitations to lecture in criminology, including corrections, to regularly scheduled college classes and participate in seminars especially in schools, including community colleges, that do not have courses in criminology. It is expected that he will have the same academic freedom to develop the content and point of view and to discuss critically, controversial topics in his field as he would expect to do if he occupied a chair at any major accredited university.

It is intended that he should be available on these occasions to discuss with students, faculty, guidance, and placement officers the field of corrections and the opportunities in it for research and professional employment.

A function of particular importance to be served by the Regional Professor is that of connecting the research interests of college faculties unfamiliar with correctional systems with the opportunities that correctional systems afford for furthering their own legitimate research interests. In the course of this project, for example, contact was made with faculty members engaged in research on such matters as the development of methods of teaching illiterates, the effects of unusual environments upon personality traits, and the effects of anxiety states on learning, all of these being subjects to which correctional institutions can contribute resources and conditions for research not easily matched elsewhere.

It is expected that the services of the Regional Professor will be without charge to the colleges, most of which offer no courses in criminology.

It is suggested that the sponsoring university be given priority in utilizing the services of the Regional Professor to the extent of not more than one full semester course during any academic year.

The objective of the Regional Professorship is not to propagandize or to "sell" corrections as a career field, nor to engage directly in recruiting personnel. It is rather to extend an informed understanding of the problem of crime and the treatment of offenders and an awareness of the function, values, objectives, needs and opportunities in correctional services as agencies of our social system.

It is further expected that the New England Regional Professor will make himself similarly available to the staffs of correctional services - the probation, parole and institutional staffs throughout New England - for lectures and group discussions on aspects of criminology appropriate to the professional interests and levels of the respective groups. It is expected that he may be able to show the relevance of the basic principles of the behavioral sciences and of research to the tasks of the correctional services. He would be available for small group discussions whose purposes might range all the way from information and suggestions about how to obtain and use the resources of New England institutions of higher education to assist with a particular correctional problem, to broad and unfocused discussions having no other immediate objective than to open new ways of thinking, to broaden horizons and to make professional effort more creative and interesting.

The underlying purpose of the work of the New England Regional Professor would be to build bridges between the universities and the correctional services so that they will grow in mutual confidence and understanding of each other's purposes, strengths and weaknesses and thereby come to develop the most constructive and fruitful relationship possible.

It is assumed that an accompaniment of the work of the New England Regional Professor will be an increasing contact of students and faculty with correctional personnel at many levels and with a wide range of interests and that out of this will grow an increased awareness of opportunities for mutually advantageous cooperative efforts, in principle not unlike those that obtain between university schools of education and the public school systems or schools of social work and social agencies.

It is proposed that this arrangement be started with one carefully selected appointment, but it is considered probable

that experience with it may suggest that one or two more appointments might be desirable for reasonable coverage of the six state area.

Office services for scheduling itineraries and related services will be necessary.

5. A Resource Center to serve both regionally directed and state correctional staff education programs should be established within the office of Regional Correctional Staff Education.

The resources referred to would include both conventional and new types of training aids. It is assumed that a library and audio-visual aids would be available on a loan basis as well as for use at institutes. The Resource Center would provide such services as the preparation of annotated lists of written and audio-visual materials directed towards the special uses of particular training sessions and conferences. It might be desirable and feasible to provide video-tape recordings specially made for training purposes in New England. These could include video tapes of actual training sessions and also video tapes illustrating particular kinds of problems or situations which would be presented as a basis for class discussion. It is assumed that responses to materials supplied and their effectiveness for the purposes intended will be continuously evaluated.

The Resource Center should publish monthly or once in two months a correctional staff education newsletter calling attention to correctional educational opportunities and experiments in process related to corrections within New England correctional systems and elsewhere and in universities and related fields. The purposes would be to inform correctional personnel, to foster a professional approach to correctional work at all levels and to develop a sense of professional support and direction to workers in the field.

The Resource Center should develop and maintain a file of resource people who can and would be of assistance in correctional education in New England as teachers or consultants. It is intended that these should be from any area of competency - for example, business management, vocational education, mental health, recreation, conservation, journalism, legislation - in

which a person might have specialized knowledge useful to correctional people even though he might not have previously thought of his knowledge as having an application to Corrections. The file would include the names of people outside of New England and even persons from other countries visiting here who might be available. For example, Boston University and the United Prison Association recently invited Dr. George Stårup, Director of Danish Institutions for Chronically Abnormal Offenders, to speak to a group of professional people in Boston and on another recent occasion the chief probation officer in England, William Pearce, was invited to speak at a United Prison Association luncheon meeting in Boston.

It is recognized that persons who may have knowledge of value to correctional people may not all be stimulating speakers who can successfully hold a large audience. Some will be able to do so, but others who cannot may be excellent for talking to small professional groups of ten to fifteen people, and still others may function admirably as consultants to small informal groups of two or three. It is expected that the file of resource people will include not only essential biographical data but also indications of the specific kinds of contributions each can make, how often during a year he might be available, whether he could be obtained without cost and if not, what the cost would be. It is assumed, in other words, that this file will be informative, critical, and objective so that anyone arranging a meeting will know the kinds of service he might expect from any person on the resource list. It is not intended in any sense to be promotional literature.

The educational television station, WGBH, Channel 2 in Boston, has now completed arrangements that will permit network broadcasting of programs that will reach all but small sections of New England. Technically it is possible to broadcast on a closed circuit or on a general basis. Trunk telephone line access to the broadcasting station will permit viewer participation in programs on a telephone collect charge basis.

Channel 2 Boston is ready to cooperate with NECAC and its representatives in the planning and preparation of programs in Corrections and in seeking financial support for them.

6. It is recommended that NECAC make immediate provision for such collaboration and that it become a normal and continuing responsibility of the Office of Regional Correctional Staff Education when it is established.

7. It should be the responsibility of the Director to arrange for a variety of institutes, usually of one to three days duration, to be held as appropriate in different parts of the several New England states. Some of these, for convenience and economy, would be for correctional workers within limited parts of the New England region - say, at Augusta or Portland, Concord or Lewiston for correctional people in Maine, New Hampshire, and Vermont. Others might be directed towards the problem of personnel working in specific fields regardless of where geographically they may be stationed. For example, institutes might be directed to top level administrative officers, to probation officers, chaplains or shop instructors from anywhere in New England. Some institutes might include personnel from agencies such as Public Welfare, Employment Services, Mental Health and others with whom correctional people may be interdependent.

These institutes should be planned by an experienced person and aimed at providing attractive, stimulating and relevant educational experiences. Attention should be given to physical location, convenience of facilities and the suitability of the general environment and the specific place where meetings are held. There should, of course, be careful selection of conference subject matter and the intended purpose of the conference should be clearly defined. Care should be taken to select a staff of teachers who know the subject they are to teach and who are skilled in presenting it. The teaching method should normally aim to involve those in attendance actively in the discussion of whatever is being studied and they should not be permitted to sit passively and simply absorb what is thrown at them or sleep through it.

Depending on the type of conference, use might be made of such devices as having a speaker talk to a list of questions prepared and submitted to him in advance by the Center staff based upon questions previously submitted to them by those who would be in attendance. When there is a formal presentation by a speaker this should ordinarily be followed by small group discussions, and if the institute is long enough, it would be expected that these small groups would later be brought together in a plenary session within

which each group would make a report of its discussions and its conclusions for further consideration by the larger group and also for use by participants later when they reach their home bases, as well as for reports to other staff members who were not in attendance at the conference and for continuing discussion in local training meetings.

The staff of the Regional Correctional Staff Education Services should, in collaboration with the Advisory Committee and in consultation with correctional personnel, plan these institutes so that they will be interrelated and progressive and not set up atomistically on a catch-as-catch-can basis. It is not intended, of course, that they should form rigid patterns but there should be some unifying theme through which they are related and some observable and useful relationship among the institutes held during a period of time.

For example, it might be accepted as a basis for a number of institutes that there is a strong trend in Corrections towards greater reliance on community-based treatment of offenders as represented by home furloughs, work release, early parole with intensive supervision, extended use of probation and other substantial changes in rehabilitative procedures. How quickly, extensively, and effectively these trends are put into practice would be affected by such things as legislation, type of personnel available, the greater involvement of line officers in the correctional process, greater emphasis upon human relation skills in the training of line officers, the development of public relations activities and public education designed to provide public support for such changes. If these assumptions were accepted, then in line with this there might be an institute for administrators devoted to such a topic as legislative obstacles and possibilities related to correctional trends, or one devoted to public relations and public education as affecting correctional trends, or perhaps one devoted to the general topic of legislative relations for administrators. Institutes for social workers and professional treatment personnel in this same series might be focused on problems and methods of using line officers in new treatment procedures or in utilization of community resources in institutional treatment. Probation and parole institutes might focus on the problems and opportunities afforded by extended use of community treatment centers, half-way houses, and pre-release centers. Institutes of a broader scope both in terms of subject and those in attendance might deal with a range of specific matters

related to new career opportunities in Corrections or with promising experiments in correctional treatment.

8. A broad and comprehensive institute of five days duration should be held annually in New England, preferably on a university campus. In general, this would follow the pattern of the Frederick Moran Institute held cooperatively by several New York state departments at St. Lawrence University, although it would seem desirable over a period of years to utilize available campuses throughout New England so as to give each state the advantages of correctional publicity, stimulation and easy availability that the institute would bring to it. Such an institute would permit five consecutive one or two hour sessions to be devoted to any one course during the five day period and it would also make possible other kinds of related educational opportunities, ranging from small sessions to a major plenary session that would bring together a wide range of correctional people at all levels from the entire New England region. Such an institute would foster the acquaintance of personnel across state lines and across fields of correctional work. It would give workers a chance also to meet formally and informally with national leaders in the field. It would also provide many topics and experiences for discussion at home base for those not in attendance. In general, it would encourage a feeling of professional unity through giving those present an opportunity to visualize a wide range of correctional personnel and a wide range of correctional activities and procedures of which they are a part and to which their own, often limited, areas of work are related.

9. The Director of Regional Correctional Staff Education should take the initiative in developing arrangements for a program that might be called a program of college faculty in residence. Funds for this purpose are now available outside of both university and correctional budgets and consequently there should be no insuperable financial problems to be dealt with.

It is assumed that the Director of the Correctional Staff Education Program would obtain from correctional administrators their ideas of what sorts of talents at universities they might like to tap and that the Director would obtain from university people names of university faculty who might like an opportunity to do research or teaching within a correctional setting. It is not assumed that this need necessarily be in an institution. It would

be possible, for example, for a university faculty member skilled in management supervision or in personnel work to affiliate himself for a period of time with a state probation and parole department by way of studying its organization and its relation to the total correctional structure. It might be possible for a person interested in any one of a number of fields to affiliate himself with various parts of a correctional system in order to further his understanding of the application of his own field to the field of Corrections.

10. The Director of Regional Correctional Staff Education should further the development of an internship program, the beginnings of which are already found in New England's correctional systems. This would involve finding opportunities for selected students with the proper personal and educational qualifications to participate as trainees or apprentices in various parts of the correctional program. At the present time, for example, a number of senior students from several Boston colleges and universities are attached to the Boston Juvenile Court as volunteer assistant probation officers. They are nominated by university faculty and screened by the court's probation staff and, after several sessions in which they are given a formal orientation to the philosophy and work of several departments of the court, they are then assigned to work with individual probation officers as their assistants. It is the intention of the program that during the course of the year they will be given some experience in every aspect of probation work from that of making office reports to interviewing parents and ultimately presenting a case in court. In New England, Boston College, Boston University and the University of Connecticut Schools of Social Work currently make placements in correctional settings.

Wisconsin has pioneered in making available within its Department of Public Welfare, in which Corrections is one of the four divisions, an opportunity for college graduates to spend six months as paid trainees, after which time if trainees and the department are mutually happy with the prospects of the student as a professional worker, Wisconsin will pay for the further education of such trainees at a school of social work, on condition that after receiving their degrees they return to work for the State of Wisconsin for a period of time equal to that involved in getting their professional training. There are somewhat similar plans in operation or being developed in other states.

It should be normal procedure to provide each year for an appropriate number of leaves of absence with pay for staffs of correctional systems at any level for the purpose of attending full-time programs of instruction approved by the Commissioner or by a person of equivalent level at an accredited college or university. Various provisions for such leaves of absence are now made in several New England states, although it appears that the possible arrangements for this purpose are not known to all correctional personnel.

11. It is recommended that NECAC state its approval of the principle of leaves of absence with pay for education relevant to Corrections and that it encourage and assist commissioners of correction, probation, and parole to obtain enabling legislation and budgetary support for it in states where it is lacking or needs to be amended.

The preceding recommendation does not include provision for tuition and other expenses attendant upon leaves for educational purposes. Federal scholarships and other sources of supplementary financial aid are available to those who can qualify for these grants. Specific information as to sources of aid in New England as of July 1, 1967 is given in the Appendix to this report.

However, not all correctional personnel can afford an extended leave of absence for study even with such assistance as is normally available. Probably the most understaffed area in Corrections is at the middle-management level. In order to deal with this critical situation it is necessary for top management to take the initiative in seeking out and identifying good prospects for middle management positions and to make sure that neither financial nor other limitations obstruct their possibilities for professional growth.

The advantages of an aggressive selection and educational policy have been clearly demonstrated in a state such as Wisconsin whose selective process coupled with generous educational support has been so successful that no less than six states have drawn upon Wisconsin's correctional personnel for Commissioners of Correction.

12. It is, therefore, recommended that NECAC take action intended to provide full support through public or private agencies adequate to enable carefully selected personnel of exceptional promise and who appear reasonably committed to careers in corrections to pursue full-time programs of study approved by their departments at an accredited college or university and conditional upon agreement by such scholarship recipient to return to work in the correctional system in which he was previously employed for a minimum period equal to his leave of absence for educational purposes. It is assumed that scholarships would normally be for not more than two years and that priority in the award of such scholarships would be given to those who, during such leaves of absence, would be likely to complete the requirements for either a graduate or an undergraduate degree.

13. Consideration should be given by NECAC to the feasibility of experimenting with interstate and intrastate exchange of personnel within correctional systems in New England and elsewhere for periods of time long enough for those exchanged not only to become aware of differences in procedures but to discover the reasons for them and to be able to judge whether or not these procedures might be used or adapted for use in their own systems. Use should also be made of observational placements when one state is operating a promising procedure that might be useful elsewhere.

Because legal and policy-making responsibilities are not easily transferred across state lines, interstate exchanges could most easily be effected at the correctional officers' level and with correctional officers or other staff engaged in academic or vocational teaching, counseling or research. Such exchanges might be particularly useful to staff in less populous states who might gain useful experience in dealing with certain types of offenders who appear too infrequently in the populations of smaller prison systems for staff to gain experience in dealing with them.

In some instances, it may be useful to arrange for observational visits of comparatively short duration for purposes of viewing and discussing particular aspects of the correctional process with the staffs of other institutions.

Legislation permitting the interchange of federal and state correctional personnel is now under consideration by Congress.

In-service training programs in correctional institutions are affected by:

The small number of personnel added at any one time or even during any one year which limits the feasibility of training programs at the time of entry into service

The difficulty of releasing employed staff from their duties for training periods

Limited resources in training staff quarters and equipment

To a considerable extent training may be affected by the relative importance attached to training by the superintendent and by his concept of training. Although it is considered neither necessary nor normally desirable, if a superintendent feels that a class session with some outstanding correctional authority is of sufficient importance to warrant the maximum possible staff attendance, he could shut down the shops and other activities an hour early and return prisoners to their rooms for that period; indeed, on occasion this has been done.

Correctional administrators, both superintendents and commissioners, who believe strongly in training programs for correctional personnel, will not only apply some ingenuity and effort to the end of providing courses, but will also be more persuasive and persistent in pressing their needs upon legislators and the general public.

14. It is recommended that NECAC strongly support the position that budgetary provision for correctional personnel, including probation and parole as well as correctional officers, should include not only amounts adequate to bring staff numbers up to normal and desirable operating requirements, but that they also should include as a normal requirement a reasonable "training quota" to provide a self-filling reservoir that will permit a continuous training program. Care should be taken to resist the absorption of "training quotas" into operating quotas if and

when additional operating staff is needed.

The Encouragement of Careers in Corrections

Correctional education is, of course, part of an interrelated configuration that includes such factors as recruiting, legislation, salary scales, and opportunities for promotion. The kind of recruits one can get will be related to opportunities for professional advancement as well as to salary scales and to promotional procedures. In turn, the kind of education that can be given will depend upon the qualifications and qualities of the recruits obtained.

The Recruiting of Correctional Personnel

With perhaps some limited or temporary exceptions, the correctional manpower problem is chiefly one of getting younger personnel who will look upon correctional work as a desirable career field, who are capable of being adequately trained, and who will respond to opportunities for professional growth and accomplishment. Such personnel are likely to be more difficult to find among those sought for the position of correctional line officer than among professional treatment staff or in the probation and parole services, because the conditions of work of the correctional officer are more restrictive, routinized, directly supervised, and subject to a common public image of the work of correctional officers as primarily unskilled and custodial.

Pay scales in all of the areas of correctional work vary from state to state but are not significantly out of line with salaries paid within a given state for public welfare officers or public school teachers at comparable levels of education and responsibility, and they are sometimes higher than these. Correctional systems are, of course, competing for qualified manpower with a wide range of service occupations. From a societal standpoint no objective estimate of the desirable allocation of available manpower to areas of welfare services has yet been attempted.

The primary obstacles to recruiting qualified personnel at all levels appear to be:

Lack of aggressive, well-planned recruiting methods

Lack of public knowledge of the nature, kinds and opportunities for careers in Corrections

Lack of knowledge by placement and employment offices and school guidance personnel of the nature, kinds and opportunities for careers in Corrections

Restrictive, and sometimes discriminatory, appointment and personnel policies, including residence requirements, absolute veterans' preference on civil service examinations, limitation of entry into service at one level only, etc.

Unnecessarily limited and inadequate procedures for assessing the qualifications of applicants for positions or for removal of those not qualified

15. It is recommended that NECAC and the Office of Regional Correctional Staff Education collaborate in planning and putting into use more aggressive and imaginative recruiting procedures for the New England area that might involve the use of films, brochures, street car posters, visits of correctional representatives to Armed Forces discharge centers, high schools and colleges, including their guidance and placement offices, and social studies teachers, classes of physical education, Peace Corps, VISTA and Poverty Program discharge centers, etc. Consideration should be given to the use of ex-prisoners or probationers in selected positions.

16. It is recommended that the Office of Correctional Staff Education, in collaboration with NECAC, hold a well publicized annual Careers in Corrections Day in each of several selected New England cities for the purpose of discussing needs and opportunities in Corrections.

It is possible that questions raised by those in attendance as guests might be as informative to correctional personnel as would be the information given by correctional personnel to those interested in possible careers in Corrections.

It might be desirable at some point to consider joining with other agencies in a day devoted to Careers in the Helping Services or Careers in Public Welfare.

17. It is recommended that, as soon as possible, NECAC and NEBHE jointly sponsor a proposal to OLGA or other appropriate agency for a two-year grant for the purpose of putting the recommendations of this project into effect.

APPENDIX A NOTE ON THE FINANCING OF THE PROPOSED REGIONAL CORRECTIONAL STAFF TRAINING PROGRAM

As correctional administrators know only too well, there is not likely to be much public enthusiasm for generous or even adequate financing of correctional programs. On the other hand, there has probably never been a better time to put the case for adequate support for correctional systems than now. The recent publication of the extensive reports of the President's Commission on Law Enforcement and the Administration of Justice and the publicity attendant thereupon, congressional appropriation of funds for the purpose of preventing and controlling crime and delinquency, and substantial sums made available for similar purposes by private foundations are encouraging. While it is reasonable to expect that Federal and private funds will continue to be available to foster promising innovative programs, it is also to be expected that once such programs have demonstrated their worth appropriate state or regional public agencies will be expected to assume the major financial responsibility for them.

In preparing an estimate of the cost of effecting the proposal resulting from the New England Correctional Manpower and Training Project, an attempt has been made to prepare a budget that is defensible for a program that will serve the total correctional personnel - probation, parole, and institutional - at all levels, for six states and whose cost would ultimately be shared by them. It is assumed that the success of the Regional Correctional Staff Training Program will depend on the quality and qualifications of staff and that it would be foolish to provide salaries for key positions that would probably be attractive only to those lacking the necessary qualities of breadth, creativity and leadership. The circumstances of employment in posts that at first will lack assurance of tenure need also to be considered. On the other hand, given reasonable compensation and at least the possibility of continuity this condition of employment may be selective of those who might prefer such an opportunity in preference to that of more routine posts. Both cost of living and salary scales are moving upward and the proposed budget is for a program that is not likely to be fully operative until well along into 1968.

Although not every aspect of the proposed Regional Program would go into effect at once, its several parts form an integrated whole; and even those features - such as the regional television series - that could exist independently would fall short of their maximum potential if they were separated from their context.

The total amount sought may seem substantial when measured against current expenditures for correctional staff training. If proportional amounts were to be requested by all fifty states in relation to the number of offenders to be served, the total might be six million dollars, more or less. Even this amount for dealing with a problem that is considered by the public to be second in importance only to the conflict in Viet Nam would approximate annually a cost for the entire U.S. less than that of two bombers.

The type of Regional Program herein proposed is not, however, one that is likely to be presented for funding by other states. Although it draws upon some procedures that have been tried or suggested elsewhere - but not as part of an integrated plan - it is a pioneering proposal that lends itself to testing as a pilot and demonstration program. It is desirable that such testing be done on a sufficient scale in time and coverage as to permit assessment of its worth before it is attempted as a national effort. Its cost, therefore, should be measured against its potential intrinsic value and not against a national cost projection. For such a program covering the total of correctional personnel in probation, parole and institutional work with adult offenders in six states, the annual cost might approximate \$250,000 to \$300,000, or 13/1000 of 1% of the total annual expenditures of the six New England state governments, exclusive of the cost of the proposed Regional Educational Television Program. Details of the cost estimates are not given in this report.

If, in accordance with the Recommendations, the Regional Correctional Staff Training Program is established as part of the operation of NEBIE, it might be expected that NEBIE would contribute to such a program such items as adequate office space and equipment, and such services as those needed for bookkeeping and general oversight. There is a possibility that internships can be supported in part by correctional systems and in part by universities through grants obtained by them. The substantial items for leaves of absence and scholarships for correctional staff are included to avoid the necessity that might come by taking the easy way out of simply requiring existing staff not on leave to absorb the duties of those who go on leave. This might be feasible if leaves were to be given only during one year but since it is expected that some leaves will be given each year for

an indefinite period of time, it would not be desirable to put correctional systems in a situation where they could not replace men who are on leave of absence for purposes of professional improvement.

Because of the interest of OLEA in the New England Correctional Manpower and Training Project, as evidenced by its grant in support of the study whose objective was to plan a regional training program, it would seem that by implication OLEA should have an interest in seeing that such a program is in fact a result of the study. It would, therefore, seem reasonable to request a two-year grant from OLEA to set the program in operation.

If a two-year period of operation can be so financed, it would give the program a chance to demonstrate its worth, to be modified and improved as appears necessary, and to seek financing for its continuance from the six state legislatures and/or private foundations. It is therefore recommended that, as soon as possible, NIECAC and NIEBIE jointly sponsor a proposal to OLEA or other appropriate agency for a two-year grant for the purpose of putting the recommendations of this project into effect.

APPENDIX B DATA ON NUMBERS, RECRUITMENT,
AND TRAINING OF STAFF IN NEW ENGLAND STATE COR-
RECTIONAL INSTITUTIONS FOR ADULT WOMEN OFFENDERS

The population of convicted women offenders sentenced to state correctional institutions in New England as of March 1, 1967, was as follows:

Conn.	121	
Me.	49	
Mass.	130	
N. H.	2	(then housed in Vt.)
R. I.	21	
Vt.	6	

Currently, because of populations too small to service effectively and at reasonable cost, N.H. does not have a state correctional institution for women; Vt. has sent its Women Reformatory prisoners to Mass. and R.I. has begun to send its sentenced women state prisoners out-of-state.

The following informative excerpts are from data and opinions provided by the appropriate authorities in five N.E. states (N.H., which does not have a state institution for women, is not included).

1. Connecticut State Prison and Farm for Women

"... In regard to recruitment, we certainly have a great deal of difficulty in recruiting and filling our positions. Our total staff complement is 123, not counting part-time people, and at the present time we have 12 vacancies. In a small institution like this it really cuts down on your manpower. We do think that part of our trouble may be our hours of work for our Correctional Officers staff - female, but we know too that it has something to do with the location of the institution and the fact that even though we have raised the salary five grades in the last five years, there is not enough understanding by community members as to what we are really trying to do.

"I do not need additional custodial staff positions. I have been very fortunate in getting enough positions established to very adequately cover this area of my institution; but as indicated above, I am not able to recruit for these positions.

"In regard to treatment staff, I have a great deal of difficulty in getting qualified personnel for my parole department which is hopefully staffed by social workers, or at least I would like a good percentage of the staff of this department, which is composed of 6 workers and a supervisor, to be social workers. I have been unable to recruit any trained social workers in this department for over 4 or 5 years. I have two vacancies at the present time. I also need at least two new additional positions in this area, as we are one of the few states, and I guess the only state, which still supervises parolees from our institution in the community. We expect this to continue at least the next few years, and hopefully forever. The beginning salary for a parole officer I is \$5700 and goes to \$6360 after the first year, and eventually to \$7660. This recruitment is for a person with a college education and one year's experience in one of the treatment professions, i. e. teaching, social work, probation, parole, etc. Parole Officer II position beginning salary is \$6880 going to \$7600 after the first year and to \$9200. This needs college and two years' experience in the field. I do not feel the salary is our main limitation. . . Our in-service training for parole officers is scanty and poor. The best thing we seem to be doing is sending them to institutes and conferences.

"To go to in-service training for correctional officers, we do not have a formal course for them. They are given in-service training on the job and specific interviews with supervisors and the Director of Cottage Life for the individual as she is employed. The reason for our difficulty in this area is that we seldom have more than one new correction officer employed at the same time. It is very difficult to set up a training program for one or two people. We have this past year started a quarterly work shop training program for the custodial staff. I expect this program to continue. We have had two all-day sessions for all correction officers and in February or March we plan a two-day session for them. . .

"I feel that if this two-day conference works out well, I would hope that the other states would be able to send their correction officers to a central point where we all could then combine our knowledge and expand it to our officers. I feel that we need the knowledge and techniques that are being used in the other institutions to help us advance in some of our ways of doing things and it would undoubtedly be healthy for our correction officers' staff,

who have had little opportunity to know about how other institutions work and the success that they have. . . I also feel that it would be a challenging opportunity to exchange personnel for a period of time and allow our people to actually work in one of the other institutions and theirs to work with us. . . I also am hoping that this study may turn up some recommendations for formalized courses in some of our colleges and universities; possibly for the Correction Officer, it might be on the Junior College level. Many of our Correction Officers have not even completed high school and we only have one who has graduated from college.

"In regard to our parole staff, they certainly need additional training. I think one of the areas here that has to be cleared up with them is somehow to get them motivated to want to do this. Connecticut has an educational leave program in which they could have gone on to school if they so desired. In my experience in this institution, which covers 19 years, I have had one person in the Parole Department ask for an educational leave and has taken it for one year. I think they are at this point afraid of formal education. We certainly would be more than willing to release them to a good work-shop or conference program. They do attend the regional and some national conferences but I do not feel that this is the real answer to training. It does oftentimes give them a picture of what is going on in the rest of the country but it is not structured enough to really teach them techniques which they need to learn. . ."

2. State of Maine Reformatory for Women

"We do not seem to have a difficult time in recruiting line personnel (Correctional Officer I level) and I think this is primarily due to the total involvement of the current staff. They make recommendations for additions when there is a vacancy known, and this results from their own knowledge of the kind of people we need. We do use the employment service office on occasion, although not as frequently as recruitment through existing employees. They have been most cooperative with us.

"We are much more interested here in the personality and stability of a potential employee than we are the formal training that they bring with them at the time of application. With Maine salaries as low as they are generally, the salary offered is an advantage in recruiting in the local area. It is better than that

otherwise available, although still very low.

"Our biggest problem is to get more staff positions authorized with money for them, to relieve the overtime, working without compensation, and other mechanical difficulties which people are doing now, out of sheer loyalty and/or a condition of employment. Staff, for instance, are required to stay all night with no compensation.

Staff - Treatment Personnel

"I have lived in the State of Maine six years now and for the first time, as of this date, part of the Governor's recommendation to the Legislature is to authorize a position of Social Worker for this institution. It has consistently amazed me that although we are working with people with behavior problems that never has a position within the behavioral sciences been approved or financed in this area outside of the administrators. The salary situation in this state has improved somewhat, but still has a long way to go, but for those of a professional level who are still in the state, they are as attractive financially as any comparable position. I have systematically asked for additional staff such as a psychologist or a social worker, along with other positions, of each legislature since my appointment in 1961. I am always being challenged by per capita cost particularly, and have even been presented with the statement 'but you're doing so well apparently you don't need them'...

Staff - Training

"We have a pre-service training period as well as a continuous in-service training period for all staff members. The pre-service includes approximately four weeks of observation, consultation, and participation with another staff member before actually assuming responsibility for a post. We have regular weekly meetings for all correctional personnel, and this extends to all personnel depending on the content of the meeting (business office, maintenance department, etc.). In addition to this, within the first six months of any new employee's service, we expose them to a sixteen hour classroom setting course on what we call "clinical corrections," which is an orientation to our philosophy of operating the institution. We have had some

personnel, at their own request, take this course on more than one occasion and have found it most useful as part of our training program.

"Within our budgetary limitations we have as many people attend conferences and institutes as possible, and will encourage, by readjusting schedules or whatever is required, to enable personnel to take appropriate courses at universities in the nearby area. (The closest one is eighteen miles away.)

"Both the assistant superintendent and myself had taken the institute course at American University under Howard Gill, prior to affiliating with the State of Maine. Since we have been here we have sent four staff members, three of them on a Correctional Officer level and one Chaplain, to this eight week institute. Depending on distance and state of finances of the institution, we encourage as much participation in conferences as possible. We have had line personnel as well as ourselves attend ACA Conventions, NCCJ Conferences, Social Welfare Conferences, the Moran Institute in New York, and any others that we could locate that would seem to add to our total staff development. We used one experimental program for a time and found it most useful; that was in visiting other institutions. All correctional staff had opportunity to select another facility to visit; we gave them time and transportation and tried to arrange, when appropriate, for housing at the other end. Many new and fresh ideas were brought back and many things we are doing were more confirmed in the eyes of the visiting employees. It has been a couple of years now since this occurred and we are seriously thinking of doing it again.

Goals of an "Overall" Training Program

"... I firmly believe the first thing that must be accomplished is a uniform interpretation of the word 'treatment'. I have heard other administrators say they could not possibly send their staff to a regional area training course because no two institutions are the same and they must learn the mechanics within their own facility. I do not believe this because the mechanics are the easiest to learn and the philosophy has to be consistent first. With this in mind, I think the main objective for your project would be to attempt first to define the purpose and ultimate goal of our profession. If it is custody and only custody, let us have a first-class course in 'key turning'. If our obligation is primarily to treatment,

let us find a 'key' to this.

"From my own experience, it is harder to get a judge to actually visit an institution to become acquainted with its program than it is to get a dental appointment in a metropolitan area. We are all working with the same people and should have the same goal, that of treating the offender in such a way that he will, as fast as possible, be a more contributing asset to his community. This would include the courts, probation services, institutions, parole, as well as any other tool conceivable within the definition of treatment of the offender.

"I think another thing that should be determined is the criteria for success. This is an area about which I have become slightly unpopular at times. A medical facility can give treatment to a patient with an ulcer or T. B., or even a splinter in a finger, in a hospital setting and release the patient adjusted and/or cured, however defined. The patient leaves the hospital and the case can be determined as successful. If the same person returns five months or five years later, the hospital has a new case to treat, not a failure. This is never true in Corrections. Anyone who has ever been in a correctional facility is automatically considered a failure, no matter when they are ultimately returned to another facility. Is recidivism an accurate criteria for success?

"All of this is a matter of public education; even more education for those in the correctional framework itself. No parole officer can effectively treat the person coming under his supervision unless he knows the sum total of things that are a part of what has happened to him. Parole board should work closely with institutions and the institution should be trained to give the parole board information it needs, not just case history information..."

3. Massachusetts Correctional Institution, Framingham

"... We have had a rather dramatic drop in inmate population during the past year, and today our "count" is 120. This includes 8 voluntary admissions for alcoholism.

"As a result, we found ourselves in the unusual position of having more staff than inmates. We have closed two cottages and have cut ten correction officer positions unfilled.

We do have sufficient staff in the custody and treatment positions and have been fortunate in keeping these positions filled with good people. Our custody jobs attract the middle-aged woman who has partially raised her family and who is looking for work to augment the family income. All of them are high school graduates, but few have had college experience. The most successful ones have used 'applied psychology' on their children and have learned through experience how to handle certain kinds of behavior patterns. They have not, however, had much experience with the seriously disturbed adolescent or adult and are in need of a comprehensive and consistent in-service training program. This we do not have, because we do not employ a well trained personnel officer. Our in-service training is sporadic, the sessions are short and all in all we have to admit a mighty poor job in this whole area.

"I would welcome the establishment of a regional program to augment a good in-service program. Some women would find it difficult to leave their families, but there are many who could and would take advantage of such a program..."

4. Rhode Island's Women's Reformatory

"... We have about five or six women usually serving sentences, ranging in age from 19 to 57. There are usually ten or twelve awaiting trial.

"We have no difficulty filling positions, although we have been a couple of years without a superintendent, as called for by statute. For the size of the operation it has functioned adequately without any supervision except the 'overlook' that Mr. Langlois gives it.

"I believe we do not need any additional staff, although there are those who would have us employ a full-time education, vocational training, therapy, and recreational staff for the less than half dozen inmates. The cost, of course, would be prohibitive, even if we could find the personnel who would be willing to devote their energies to this sort of thing. Our solution which we are proceeding slowly to implement is to send the longer term cases out of state.

"We have no in-service training of a formal kind for the correctional officers. They are all rather mature women who learn the essentials on the job. It would be well if we could have some conferences and institutes, etc., but we run into the difficulty of managing any kind of group meetings for twelve employees who must be on duty on a round-the-clock basis. There is the further factor of the average age of the employees concerned, which is very high for making significant gains from educational courses or institutes.

"Our very special problem is the extremely small population of women inmates as opposed to the far more pressing needs for any available funds for other areas of our correctional system. The juvenile institutions and probation and parole are deemed to be so far more in need of the application of tax dollars in terms of numbers of clients, results to be expected, and per capita expenditure that our Reformatory for Women, while of pressing concern, is necessarily of the lowest priority..."

5. State of Vermont Women's Reformatory

"This institution has little staffing problems because of the small number in inmates here at the present time.

"It is probable that there would be little or no difficulty in finding conscientious, interested women for this type of work in this area since requirements are minimal (good character and high school education) and competition from other areas of employment is not high.

"If this institution were to remain open, some provision should be made for part-time teachers. While I have not explored the possibility, it is probable that one or more local teachers might be willing to offer this type of assistance for a small fee. Our medical and dental problems are handled quite well in this way by local doctors and by the local hospital.

"The positions in Vermont will not attract people on the basis of salary but will attract those persons who want to live in Vermont and who are genuinely interested in helping others.

"Staff members at the present time receive some training through monthly conferences or discussion meetings, occasional

showing of films, and attendance at classes offered locally by Castleton State College or the University of Vermont. Successful completion of the class results in reimbursement for tuition charges.

"It has always seemed to me that it would be highly beneficial to the correctional field to establish a semester course for one or two evenings a week near enough to an institution or institutions so that employees could enroll without getting a leave of absence from work or without driving a long distance, especially during the winter months. If such courses could be offered during the spring, summer, or fall, employees would be more inclined to sign up for them even if it did require driving forty or fifty miles.

"It is further recommended that such a semester course be rotated from one regional area to another. This would make it possible for a greater number of correctional workers to enroll in the classes and it would serve to disseminate information about correctional work to a larger area of the general public.

"In addition, it might be well to establish intensive study groups of a week's duration, especially for experienced correctional administrators and young people with promotional potential. A mixed group of this kind can interact with benefit to both. The younger group with a new approach to problems may be able to show short-cuts to solving correctional problems and likewise the experienced group may, in turn, help the younger ones see fully the extent of the problems of Corrections. While I have used the word Corrections in the above, I have meant it in the fuller sense of the word - both within the institution and after release, thus including probation and parole as well as institutional staff.

"Vermont has an especially good situation in regard to the relationship between correctional personnel and probation and parole personnel. All are under the same Commissioner so that cooperative action prior to and after release of the inmate is much more easily achieved.

"Some general observations regarding the problem of finding women for this type of work follow:

"In general, women move about in accordance with the husband's work location. Since correctional work is not available

in all areas, frequently an excellent worker is lost to Corrections.

"Another factor deterring women from Corrections is a lack of information being disseminated about this type of work. Then too, erroneous information attained from such movies as 'Caged' would make many fine women shun Corrections. In addition, there may be some objections on the part of husbands to having their wives engage in Corrections because they fear the hazards of the work, they may associate some social stigma to this occupation, or they may dislike the rotation of shifts. The changing of shifts is especially difficult for the mother who has to hire a baby sitter.

"Lastly, the very natural desire of the mother to spend as much time as possible with her small children has deterred many women from entering any field, and especially so into Corrections where the hours of duty are rotated. However, the mature woman whose children are of teen age or older frequently makes an excellent correctional worker..."

APPENDIX C DATA ON COURSES IN CRIMINOLOGY
IN NEW ENGLAND INSTITUTIONS OF HIGHER EDUCATION

Total institutions of higher education in New England, 1967 224

The following institutions were not included in the survey:

35 technical/vocational
15 divinity/theological -50

Total number of institutions contacted in survey 174

Total number of institutions responding to survey
(questionnaire sent in May and August 1967) 95

Other institutions known to have courses in criminology 14

Total number of institutions included in the following summary 109

Of the 109 institutions, 50 have credit courses in criminology;
59 do not; two of the 59 are planning courses in the
next two years.

Of the 50 institutions that offer credit courses in criminology,
31 also offer courses such as social deviancy, social
problems, etc., considered to be closely related to
criminology.

Of the 50 institutions that offer credit courses in criminology,
31 also offer courses such as research methods, voca-
tional rehabilitation, remedial reading, etc., considered
to have a more or less direct application to the correc-
tional field.

Of the 59 institutions that do not offer credit courses in
criminology, 28 offer courses considered to be closely
related to criminology.

Of the 59 institutions that do not offer credit courses in
criminology, eight offer courses considered to have a
more or less direct application to the correctional field.

Fifteen of the total of 109 respondents do not admit qualified students who are not candidates for a degree into individual credit courses. Fifty-three institutions do. The other 41 institutions did not indicate whether they do or do not.

Following is a list of institutions in alphabetical order, by states, that report the offering of criminology courses.

The following symbols indicate the level and type of offering (this refers to the total college program and not to courses in criminology).

Level of Offering

- I A two or three year program of college level studies
- II Bachelor's degree program (traditionally 4-year or first professional degree program which entitled the graduate to enter the profession indicated)
- III Program leading to the master's degree (the customary first graduate degree) or to a professional degree earned after the first professional degree in the same field
- IV Program leading to the doctor of philosophy or equivalent degree

Type of Program

- a Terminal-occupational program designed to prepare directly for an occupation and not intended to prepare for advanced study
- b Liberal arts program
- c Both liberal arts and terminal-occupational programs
- d Primarily teacher preparatory program
- e Both liberal arts and teacher preparatory programs
- f Liberal arts, teacher preparatory, and terminal-occupational
- g Professional or technical program (excluding teacher preparatory)
- h Professional or technical and teacher preparatory programs
- i Professional or technical and terminal-occupational programs
- j Liberal arts program with one or two professional schools
- k Liberal arts program with three or more professional schools

CONTINUED

1 OF 2

COURSES IN CRIMINOLOGY
IN INSTITUTIONS OF HIGHER EDUCATION
IN NEW ENGLAND
1967-68

Institution	Course	Student Body	Level and type	Sum. Sess.	Pub. or Private
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CONN.

Amhurst College	Criminology	women	11e	Y	Private
Central Conn State College	Juvenile Del.	coed	111e	Y	Public
Connecticut College	Crime and Del.	women	111b	N	Private
Fairfield University	Crim.	men	111e	Y	Private
Manchester Comm. College	Crim., Juv. Del.	coed	1c	Y	Public
Southern Conn. State College	Crim.	coed	111e	Y	Public
St. Joseph's College	Crim.	women	111e	Y	Private
Univ. of Bridgeport	Crim., Soc. Cont.	coed	111k	Y	Private
Univ. of Connecticut	Crim. and Pen., Crim. Prev.	coed	1Vk	Y	Public
Univ. of Hartford	Crim.	coed	111k	Y	Private
Yale University	Crim.	men	1Vk	N	Private

MAINE

Bates College	Crime and Del.	coed	11b	N	Private
Bowdoin College	Crim.	men	11b	Y	Private
Colby College	Del. and Crime	coed	11b	Y	Private
Gorham State Teachers' Coll.	Crim.	coed	11d	Y	Public
Univ. of Maine	Crim., Juv. Del.	coed	1Vk	Y	Public

Institution	Course	Student Body	Level and type	Sum. Sess.	Pub. or Private
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MASS.

Amer. International Coll.	Crime and Del.	coed	IIf	Y	Private
Anna Maria College	Crime and Juv. Del.	women	IIf	Y	Private
Atlantic Union College	Crim.	coed	IIf	Y	Private
Boston College	Juv. Del., Crim., and Pen.	coed	IVk	Y	Private
Boston University	Program in Criminology ¹	coed	IVk	Y	Private
Clark University	Prin. of Crim. (summer)	coed	IVj	Y	Private
Curry College	Crim.	coed	IIf	Y	Private
Holy Cross College	Crim.	men	IIj	N	Private
Leicester Jr. College	Crim.	men	Ic	N	Private
Lesley College	Juv. Del. and Crime	women	IId	Y	Private
Merrimack College	Juv. Del.	coed	IIj	N	Private
Mt. Holyoke College	Crim.	women	IIIe	N	Private
Newton College of the Sacred Heart	Crim. and Juv. Del.	women	IIf	N	Private
Northeastern University	Program in Criminology ²	coed	IVk	Y	Private
Smith College	Soc. Disorg.	women	IVj	Y	Private
St. Hyacinth College	Juv. Del.	men	IIf	Y	Private
Springfield College	Juv. Del., Crim.	coed	IVj	Y	Private
Suffolk University	Crime and Del.	coed	IIIj	Y	Private
Tufts/Jackson	Crim. and Pen., Juv. Del.	coed	IVk	Y	Private
University of Mass.	Crim., Juv. Del.	coed	IVk	Y	Public
Wellesley College	Crim.	women	IIIe	N	Private
Wheaton College	Crim. and Pen., Juv. Del.	women	IIf	N	Private
Stonehill College	Crim.	coed	IIf	Y	Private

Institution	Course	Student Body	Level and Type	Sum. Sess.	Pub. or Private
<u>N. H.</u>					
Dartmouth College	Crim.	men	IVk	Y	Private
Franconia College	Crim., Juv. Del.	coed	Ib	Y	Private
National Hawthorn Coll.	Crim.	coed	IIb	Y	Private
St. Anselm's College	Crim. and Pen.	coed	IIj	N	Private
Univ. of New Hampshire	Crim.	coed	IVk	Y	Public
<u>R. I.</u>					
Providence College	Crim., Juv. Del.	men	IIIb	N	Private
Rhode Island College	Juv. Del. in U.S.	coed	IIIe	Y	Public
Univ. of Rhode Island	Crim. Juv. Del.	coed	IVk	Y	Public
<u>VERMONT</u>					
Middlebury College	Crim. and Del. Beh.	coed	IVj	Y	Private
St. Michael's College	Crim.	men	IIe	Y	Private
Univ. of Vermont	Crime and Del., Pen.	coed	IVk	Y	Public

Footnotes to Appendix C Table - Courses in Criminology

1. Boston University offers in its Department of Sociology and Anthropology four different courses in Criminology and a fifth in the Sociology of Law, available to upper level undergraduate degree candidates enrolled or eligible to enroll in the College of Liberal Arts courses. These courses are also available to graduate students with certain limitations. They are:

Criminology: Analysis of the Nature and Extent and Characteristics of Crime and Criminals, 1 semester

Criminology: The Treatment of Adult Offenders, 1 sem.

Juvenile Delinquency, 1 semester

Seminar in Criminology, full-year course

These courses, exclusive of the Seminar, are also given in Metro College (the evening division of the University) and are there opened to qualified part-time students who need not be enrolled for a degree.

In addition, the Department of Sociology and Anthropology offers both M.A. and Ph.D. programs in Sociology, with a specialization in Criminology for students accepted as candidates for these degrees. The following additional courses for regularly enrolled graduate students are offered:

Seminar in Comparative Criminology, 1 semester

Seminar in Comparative Penology and Corrections, 1 sem.

Seminar in Methods of Criminological Research, full year

Individually directed study in Criminology, min. credit, 3 hours

Limited opportunities for field internships are available to seniors and graduate students.

Footnotes to Appendix C Table - Courses in Criminology

2. Northeastern University has a program of undergraduate studies in Criminology in its University College to which special students taking individual courses as well as 2-year and 4-year degree candidates are admitted. Courses are offered at Boston, Framingham and Springfield. For 1967-68 the offering will include:

The American Correctional System

Probation and Parole Practices

Correctional Administration

Northeastern University Department of Sociology and Anthropology also offers an undergraduate sequence in Criminology and has announced a program of graduate studies leading to the M.A. in Sociology, with a specialization in Criminology to begin in September in 1967. Courses offered in the Department of Sociology in Criminology are:

Sociology of Crime

Sociology of Delinquency

Problems in Penology

Theories in Criminology

Sociology of Law

APPENDIX D ANNOTATED BIBLIOGRAPHY

Recruitment and Training of Correctional Personnel
in Probation, Adult Correctional Services and Parole
in the United States and Canada
1956 - June 1967

Compiled by the New England Correctional Manpower and Training Project, sponsored by the New England Board of Higher Education and the New England Correctional Administrators' Conference, under Federal Grant No. 025 from the Office of Law Enforcement Assistance

I Manuals and Guides

1. Correction Officers Training Guide, American Correctional Association, 1963
Description of the duties of a correction officer in an institution, suitable for use in training schools
2. Manual of Correctional Standards, Amer. Corr. Assoc., Washington, D. C., 1966 (3rd ed.)
Chap. 10 of this Manual - "Personnel Management" - deals with the responsibility of selection and training, the scope of training, management development, training space and equipment, training aids, budgets and evaluation
3. Morris, Albert (Ed.), "What's New in Education for Correctional Work?", Correctional Res. Bull, No. 13, United Prison Assoc. of Mass., Boston, Mass., 1963

A review of the field, with a bibliography, under the following headings: 1. What types of educational and training programs in corrections are now available? 2. What is the role of colleges and universities in correctional education? 3. What is the content of education for correctional work? 4. Local and regional institutes and conferences for education in correctional work. 5. Types of college and university programs in which a degree in criminology is given. 6. Types of courses and programs in criminology offered in schools of social work. 7. Collaborative arrangements between universities and correctional agencies to provide training and education for

correctional work. 8. What are the obstacles to in-service staff training? 9. How are the obstacles to in-service training being met? 10. How do conflicting educational philosophies affect the role of universities in education for correctional work?

4. Newman, Charles L., Sourcebook on Probation, Parole and Pardons, Springfield, Ill., Chzs. C. Thomas, 1964
Intended as a text book or as a manual for in-service training of probation and parole officers

II Published Proceedings, Books and Reports

5. Adams, William T., "Education for Careers in Corrections: Needs and Resources in the Pacific Coast Area", in proceedings of the Pacific Coast Institute on Correctional Manpower and Training, Western Interstate Commission for Higher Education, Boulder, Colo., 1965
Examines a student's reaction to field work in a criminology class at the Univ. of Colo., relating theory to practice. Discusses the roots of the manpower shortage, the possibility of introducing restive college youth to the field of the helping services, and the utilization of the universities through institutes and graduate courses.
6. Adams, William T. (Ed.), Faculty Summer Placements in Isolated Correctional Institutions. Western Interstate Commission for Higher Education, Boulder, Col., 1965
A pilot program in Wyoming and Nevada. Two faculty experts served a summer placement in training schools - one for boys, one for girls - instituting in-service training programs
7. Alexander, Myrl E., "Recruitment of Personnel for Correctional Services", Am. Corr. Assoc. Proc., 1957
Essential to effective recruitment of professional (medical, psychiatric, social worker, teachers) and technical (correctional officers, trades foremen, farmers) employees are adequate incentives (pay and promotional opportunities and satisfactory working conditions). Prestige is also important but has been traditionally down-graded due to public ignorance.

An aggressive public education program is essential. Recruitment opportunities can be found in appealing to those being discharged from the armed services or graduating from vocational schools. Colleges also may be desirable resources. The author also discusses student internship programs and the problem of selection through tests, interviews and the probationary period.

8. Anderson, Morline M., "Continuous In-Service Training", Amer. Corr. Assoc. Proc., 1958
A brief description of the Wisconsin training program, with high priority given to basic orientation
9. Benjamin, Judith G., Freedman, Marcia K. and Lynton, Edith F., Pros and Cons: New Roles for Nonprofessionals in Corrections, U. S. Dept. of H., E., and W., U. S. Gov't Print. Office, 1966, 40¢
A report from the National Committee on Employment of youth dealing with manpower problems in corrections, methods for upgrading the non-professional, the dispute over professionalism, social work training for probation and parole and the utilization of inmates
10. Career Opportunities in Correctional Work, A report from the N. Y. State Dept. of Correction, Albany, N. Y. 1964
Career opportunities in N. Y. with training and advancement in the field of corrections
11. Casscles, L., "Orientation and Basic Training", Amer. Corr. Assoc. Proc., 1959
Describes briefly the training program for new institutional employees in New York State
12. Conference on Correctional Field Placements and Internships for Educational and Correctional Administrators in the State of N. Y. (An 8 p. mimeo. pub. by N. C. C. D., 1964)
Proceedings of the Conference dealing with pre-service training and placement of professional correction workers in N. Y. State

13. Conrad, John P., "The Division of Correctional Labor" - Paper presented at Nat'l Institute on Crime and Delinquency, Boston, Mass., June, 1964. Mimeo (Cal. Dept. of Corrections, Sacramento, Cal.)
Why the need exists for the systematic and dynamic training programs for all levels of employees in corrections - administrative, scientific, professional and custodial in institutions and in parole and probation
14. Correctional Rehabilitation Study Act of 1965, House of Rep. Report #381, U.S. Gov't. Print. Office, 1965.
How grants can be made by the Sec. of Health, Educ., and Welfare for research and study of personnel needs in the field of correctional rehabilitation, educational and training resources, recruitment and effectiveness
15. Cunningham, R. W., "Staff Training in Canada", Amer. Corr. Assoc. Proc., 1966
The Assistant Director of Staff Training describes the extensive training program now operating in the Canadian Penitentiary Service, briefly outlining the many courses given at the Kingston (Ontario) Staff College established in 1952 and expanded in 1964, supplemented by two smaller staff colleges, one in the Quebec region and one in British Columbia. An induction training course for new officers consists of 9 weeks of instruction. Older officers are assigned for training only if recommended for promotion after an assessment of their work, attitude and potential value.
16. Dickson, Fred R., "Continuous In-Service Training", Amer. Corr. Assoc. Proc., 1959
Continuous training after the orientation course is necessary to keep correctional workers abreast of developments and should be directed by a training officer, a specialist in teaching methods, and aided by supervisors. Training should include administrative staffs through workshops and seminars. All institutional employees should be included.
17. The Expansion of Correctional Field Placements and Internships, Council on Social Work Education, 345 E. 46th St., N. Y., N. Y., 1965

An institute in the Rocky Mountain region discussed quantity and quality in man-power needs, the agency-school partnership in professional education and the multi-disciplinary stake in graduate education for correction.

18. Final Report of Training Demonstration Grant, St. Louis Univ. School of Social Service, Institute for Delinquency Control, Sec. II, 1966
Report of a three-year student probation demonstration project in a St. Louis Juvenile Court, each student handling complete probation services for five to seven probationers living within the area and, where possible, being first offenders. "An evaluation of the probationers failed to reveal that the student approach was successful." (Crime and Del. Abstracts, V. 4, No. 3, #5586)
19. Frank, Benjamin (Ed.), Training the Correctional Officer: Proc. of Two Workshops sponsored by the Center for the Study of Crime, Delinquency and Corrections, So. Ill. Univ., Carbondale, Ill., 1964-1965
Eleven visiting participants and five Center Staff personnel discuss informally many aspects of training, defining the problem, reviewing the correction officer's changing role and formulating guidelines for curriculum content. Also included are the findings of a questionnaire returned by 122 adult institution administrators on training of new correction officers.
20. Gilman, Merritt and Low, Alice M., (Eds.), Training of Juvenile Probation Officers, U.S. Dept. of Health, Educat. and Welfare, Children's Bur., Wash., D.C., 1962
A report of a workshop on training for probation services in juvenile courts in 1960, planned by the Children's Bureau with the cooperation of the N. C. C. D., the Council on Social Work Educ., and the Sch. of Soc. Work of Wayne State Univ. in Mich.

21. Lejins, Peter P., "Professional and Graduate Training in Corrections", Amer. Corr. Assoc. Proc., 1959
Exactly what should professional training for correctional work consist of? The currently significant issues: changing correctional practices; correctional work as a profession; the involvement of many professions; practical solutions on the training problem; the paradox of separation of training, knowledge and practice; undergraduate and graduate professional education, and terminology; recommending a special profession of correctional work calling for a basic educational program and suggesting how this might be organized.
22. Lejins, Peter P., "The Arden House Conference on Manpower and Training for Corrections", Amer. Corr. Assoc. Proc., 1964
Discusses the history and philosophy of the Conference and the significant decisions made relating to the shortage and quality of correctional personnel and the establishment of the Joint Commission on Correctional Manpower and Training to stimulate better recruitment and pre-service and in-service training.
23. Lejins, Peter P., "The Body of Criminological Knowledge: Its Importance for Correctional Personnel," In proceedings of the Pacific Coast Institute on Correctional Manpower and Training, Western Interstate Commission for Higher Education, Boulder, Colo., 1965
Present need in the reduction of crime is for the development of a profession of correctional workers or correctional specialists based on a special educational system in criminology and corrections. We do not yet have a generally accepted educational system for corrections. Author discusses the need for correctional workers to become familiar with the extensive body of knowledge in their field, particularly recent research findings.

24. Martinson, Robert and O'Brien, William J., Staff Training and Correctional Change: A Study of Professional Training in Correctional Settings. Institute for the Study of Crime and Delinquency and Univ. of Cal., School of Criminology, 1966, 343 pp.
A federally financed in-service training project for 50 "middle management" staff with experience in social work, to improve youth facilities. The report points to the difficulties of working out harmonious relationships between custodial and "treatment personnel". "The findings suggest that training must be combined with a favorable institutional climate if 'middle management' staff is to move in a 'treatment' direction."
25. MacDonell, T.D., "Continuous In-Service Training", Amer. Corr. Assoc. Proc., 1958
The Supt. of the Canadian Federal Penitentiary Staff College given a brief description of the training program at the Staff College which opened in 1948
26. McGee, Richard A. (Presiding), "Preparing Staff for Rapidly Changing Roles and Missions in Corrections", Amer. Corr. Assoc. Proc., 1966
Brief summary of a workshop of a discussion on the need for a re-examination of staff functions in the light of changes now occurring in the field of corrections
27. McGinnis, Paul D., "The Professional Correctional Manpower Problem", presented at the Conference on Correctional Field Placements and Internships for Educational and Correctional Administrators in N. Y. Nat'l Council on Crime and Del., N. Y., May 1964
The shortage of professional workers; The Universities part in pre-service training, etc.
(See also papers presented at this Conference by Oswald, R.G. and others on recruitment, pre-service training, internships, etc.)
28. McMahon, Richard R., Probation Training: Content and Method. Training Center on Del. and Youth Crime, Institute of Government, Univ. of N. C., Chapel Hill, 1965, Report No. 2B

A description of the training program for probation personnel in the State, 1963-1965. (See also Report No. 2A issued by the Institute on Probation Training: History, Development and Evaluation, 1965)

29. McNickle, Roma K. (Ed.), Pacific Coast Institute on Correctional Manpower and Training, Western Interstate Commission for Higher Education, Boulder, Colo., 1965
Proceedings of the Institute including recommendations for training, recruitment and staff development
30. Miles, Arthur P., "The Self-Image of the Wis. Probation and Parole Agent", A report from Wis. Div. of Corrections, Apr. 1963
The self-evaluation of Wis. probation and parole officer, his functions, education, qualifications, training, caseload and experience
31. Nelson, W. R. (Chairman), Panel Discussion on "New Developments in Personnel Practices", Amer. Corr. Assoc. Proc., 1966
Brief summary of a workshop on recent innovations in recruitment, summer internships, middle management training and education
32. Overstreet, Ben, Jr., Report of Training and Curriculum Development for Supervisory Correctional Officers in the North Carolina Prison Dept., Un. of N. C. Training Center on Del. and Youth Crime, Chapel Hill, 1965, Rep. #5
A description of the program at the Univ. from 1963-1965 for lieutenants, sergeants and captains in the State Prison Dept. Content, methods of teaching, summary and evaluation are included. It was concluded that key management supervisory personnel should be grouped separately in training from their subordinates and that the traditional lecture method should be replaced by workshops, seminars, etc. to effect attitudinal changes in the handling of offenders.

33. Proceedings: "Sixth Annual Institute on Prob. and Parole Supervision", Kent School of Social Work, Univ. of Louisville, Ky., 1965
Discussion of qualifications of prob. and parole workers, interprofessional collaboration, research, treatment, prevention, staff training, etc.
34. Petty, Glen, "Staff Training and Development", in Proceedings of 4th Annual Institute on Prob. and Parole Supervision, Kent School of Social Work, Un. of Louisville, Ky., 1963
Discussion of needs for staff training of probation officers
35. Powers, Sanger B., "Recruitment for Correctional Services", Amer. Corr. Assoc. Proc., 1957
To meet the competition for manpower, corrections must offer employment that is challenging and offers satisfaction of accomplishment and status, adequate pay, tenure and promotional opportunities. Recruiting and retaining social workers has been a special problem which Wisconsin has successfully met by a work-study program in cooperation with the School of S.W. of the Univ. of Wis. aided by government stipends. Author also describes training program for all new correctional employees and advocates continuous in-service training for all personnel, and subsidies from public funds for work-study programs for selected personnel. An informed public is essential.
36. The Practitioner in Corrections, Cal. Prob., Parole and Corr. Assoc., 1964, Arcadia, Cal.
A manual for the parole and probation practitioner in Cal. and suggested curriculum for teachers and students
37. Prigmore, Charles S., (Ed.), Report of the Mountain States Institute on Expansion of Correctional Field Placements and Internships, 1964. Council on Social Work Education, 345 E. 46th St., N. Y., N. Y., 10017, 1965

- Proceedings of a Conference of prison officials, university professors, deans of social work schools, probation officers, parole directors, mental health representatives and others who discuss correctional manpower and training needs, educational resources, field placements, and university-correctional alliances. Five "position papers" are included.
38. Prigmore, Chas. S., "Arrangements for Stipends, Field Instruction, and other Uses in Financing Training for Corrections", Proceedings of Pacific Coast Institute on Corr. Manpower and Training, Western Interstate Commission for Higher Education, Boulder, Colo., 1965
 Practical suggestions as to stipends, placements, internships, faculty-practitioner exchange, educational leave, etc. for upgrading staff
39. Prigmore, Charles S. (Ed.), Manpower and Training for Corrections, Council on Social Work Education, 345 E. 46th St., N. Y., N. Y., 1966
 Proceedings of the Arden House Conference of June 1964, comprising contributions of some 14 individuals on many phases of recruitment and training. This conference gave birth to the Joint Commission on Manpower and Training (a non-governmental agency of extensive and highly diversified membership) and led to the Federal Correctional Rehabilitation Study Act of 1965, a copy of which appears in the Appendix of these Proceedings.
40. Prigmore, Charles, "Obtaining Public Support for Correctional Manpower and Training", Amer. Corr. Assoc. Proc., 1966
 Speaking for the Joint Commission on Correctional Manpower and Training, the author sees the need for the nation's professional and correctional leadership to carry out the decisions of the Arden House Conference of 1964, and lists 8 questions or issues relating to manpower and training that should be resolved, with the help of key national groups and the support of public media of communications. (In this same volume of the Proc. is a brief report of a panel

discussion on "National Surveys of Correctional Staffing.")

41. Proceedings of the Conference on "Specialized Education Planning for Personnel in Corrections", held at Mohonk Lake, N. Y., 1963, Nat'l Inst. of Mental Health and 5 N. Y. City and State Departments as co-sponsors.
 A three-day conference to discuss the organization of an Institute in the Behavioral Sciences in Corrections - for the purpose of training correctional employees, treating inmates and conducting research. Published papers by Clyde E. Sullivan, Harry M. Shulman, Richard A. McGee, Paul H. Hoch, Bernard C. Glueck, Jr., Peter P. Lejins
42. Proceedings of 10th Annual Southern Conference on Corrections, Fla. State Univ., 1965, "Pre-service and In-service Education for Corrections".
 Pre-service education for corrections is interdisciplinary. Adequate pre-service education should provide a broad view of the field, both theoretical and practical. In-service training should develop self-understanding and greater effectiveness.
43. Proceedings of the 10th Annual Southern Conference on Corrections, Fla. State Univ., 1965, "The Proposed Joint Commission on Correctional Manpower and Training."
 The field of corrections, lacking unity, cohesiveness and consensus has not been able to obtain adequate legislative or public support. Now is the time for a national action program, with the assistance of the Joint Commission which will assess the present and future needs.
44. Quinn, Capt. Daniel G., "In-service Training at the U.S. Disciplinary Barracks, Ft. Leavenworth, Kansas", Amer. Corr. Assoc. Proc., 1961
 Description of the extensive in-service training program for enlisted personnel at a maximum security institution for sentenced army and air force men, based on the theory that all who are in contact with prisoners are to some degree "treatment persons".

45. Rector, Milton G., Current Status of Correctional Manpower, in proceedings of the Pacific Coast Institute on Correctional Manpower and Training, Western Interstate Commission for Higher Education, Boulder, Colorado, 1965

Discusses the serious shortages and lack of training resources for correctional manpower, the lack of clear definition of "Corrections", the need to identify tasks which lend themselves to university training, to provide budgets for educational leaaes and stipends and to improve communication between universities and corrections. A new image of Corrections will make possible recruitment of better personnel.

46. Schnur, Alfred C., "Pre-service Training", Amer. Corr. Assoc. Proc., 1958

Although correctional people are not agreed on just what pre-service training for corrections should require, Schnur believes correctional training should be organized around a core curriculum that focuses on training in corrections rather than on social work in general. He proposes such a curriculum.

47. Snyder, Harry A., (Ch.), Report of the Ad Hoc Committee on Professional Correctional Education, Am. Corr. Assoc., 1962 (2 parts)

A review of what institutions of higher learning are doing to prepare students for the correctional field based on a survey of 218 colleges and universities. Contains a bibliography on the education and training of correctional workers (1950-1962). See also Supplementary Report of the Committee, issued in 1966).

48. Studt, Elliot, A Conceptual Approach to Teaching Materials: Illustrations from the Field of Corrections, 1965, Council on Social Work Education, 345 E. 46th St., N. Y., N. Y., 10017

Teaching materials for social work educators concerned with social work practice in a correctional setting, including 17 diagnostic case studies of inmates of a reformatory for men. The report includes an extensive bibliography.

49. Studt, Elliot, Education for Social Workers in the Correctional Field, Council on Social Work Educ., 345 E. 46th St., N. Y., N. Y., 1959

Author maintains that the basic social work approach to service is uniquely appropriate for work in the correctional field; a separate specialty for correctional social work is not required. (For a critique of this point of view see Meeker, Ben. S. in "The Curriculum Study: Implications for the field of Corrections", Social Casework, Jan. 1960)

50. Weston, Paul B., Supervision in the Administration of Justice: Police, Corrections, Courts. Chas. C. Thomas, Springfield, Ill., 1965

Discusses the qualities of a good supervisor and the need for careful recruitment and training. Recommended for in-service training programs, particularly for the lower and middle management levels.

III Journal Articles

51. Alton, Gerald, "The Role of the Institutional Staff Development Officer", Canadian J. of Corr., Oct. 1963

With the current emphasis on rehabilitation and with the growing shortage of professional personnel, greater demands have been placed on the institutional line officers. Preparing them for this changing role requires special training in therapeutic and educational functions. Author discusses program content of such training and administration considerations in staff development.

52. Boyd, B. A., "Correctional Staff Training", Canadian J. of Corr., Oct. 1963

Dr. Boyd is Supt. of Ontario Hospital, to which prisoners are transferred for psychiatric treatment through individual and group therapy, under maximum security conditions where they can be held beyond the expiration of their sentences if not recovered from their illnesses. As professional staff is limited in numbers, courses are given to the custodial staff to inculcate a more therapeutic attitude.

53. Briggs, Dennie L. and Dowling, John M., "The Correctional Officer as a Consultant: An Emerging Role in Penology", Am. J. Corr., May-June 1964
Preparing correction officers for their emerging role by setting up an "Intensive Treatment Project" (Chino, Calif.), wherein selected correction officers (volunteers) and correctional counselors would "blend roles" and to some extent interchange functions. After two years of experimentation the author concluded that the "blending" of roles was "not only administratively feasible, but therapeutically sound."
54. Bryant, Daniel P., "Personnel Management in the Field of Corrections", Am. J. Corr., Nov.-Dec. 1956 (Also in Am. Corr. Assoc. Proc. 1956)
The author, known for his work in labor relations and management development, offers advice to corrections in the area of personnel and training and meeting the manpower shortage.
55. Cape, William H., "In-Service University Training for Correctional Officers", Am. J. Corr., Sept. - Oct. 1965
As a supplement to institutional in-service training programs, Kansas conducts annual three-day Correctional Officers' Seminars sponsored by the Univ. of Kansas with the assistance of the Director of Penal Institutions. The published proceedings of the Seminars are used in the institutional in-service training program. The author describes the goals of training and the usefulness of the case study approach in small group discussions and the advantages of affiliation with institutions of higher learning.
56. Cavallin, Hector, "The Case Study: A Clinical Approach to the Training of the Correctional Officer", Am. J. Corr., May-June 1967
To increase a correction officers effectiveness in carrying out a treatment program in his daily interaction with prisoners, a new approach to training is called for. He should be provided with the necessary tools for understanding behavior. The author,

a psychiatrist, describes how clinical training through the case study method in small discussion groups was successfully carried out in Kansas.

57. Childers, William A., "Orientation and Basic Training for Correctional Workers", Amer. Corr. Assoc. Proc. 1958
The need for basic training in the first 6 to 12 months of employment before erroneous opinions and fixed prejudices are developed. Author discusses the need for training specialists and the basic training program in the federal system.
58. Class, Norris E., "Qualifications: A Realistic Approach to Personnel Requirements", N.P.P.A. J., April 1957
Lack of clarity as to the role of the probation officer and parole agent makes it impossible to outline the necessary qualifications or to plan training programs. Preference should not be given to applicants on the basis of professional training without regard to personality and temperament.
59. Clemmer, Donald, "Use of Supervisory Custodial Personnel as Counselors: An Expedient", Fed. Prob., Dec. 1956
Because of the lack of professional personnel for counseling in D.C. Correctional institutions, selected correction officers were trained in counseling methods.
60. Conrad, John, "The Social Worker in Today's Correctional Agency", N.P.P.A.J., July 1956
"Social work knowledge and skills are necessary components in vocational preparation of nearly every correctional employee". The author describes the role played by employees trained in social work in Calif. but because of the problem of recruitment, probation and parole positions can be filled by persons trained in other fields. He discusses the need for pre-service training (in schools of social work) in the areas of administration, supervision, participation in the in-service training of subordinates and in research operations.

61. Craddick, Ray A., "An Approach to Short-term Training of Custodial Officers and Staff in Prisoner-Counseling", *The Canadian J. of Corr.*, July 1964
Psychological problems in in-service training of correction officers in counseling of prisoners, the officers and prisoners being assigned to group counseling sessions
62. Cressey, Donald R., "Professional Correctional Work and Professional Work in Correction", *N.P.P.A. J.*, Jan. 1959
Discusses the five steps necessary to "professionalize" correctional work and the difficulties involved in view of the many specialized professions concerned, pointing to the need for a "correctional management profession" to coordinate the various disciplines but doubts the practicality of a "correctional work profession" as such. (See reply by Lejins in *Amer. Corr. Assoc. Proc.*, 1959, at pp. 39-40.)
63. Editorial, "The Training Issue", *N.P.P.A. J.*, July 1956
Social work education has not included knowledge of case work skills necessary in correctional work. Council on Social Work Educ. is now interested in filling this gap. Presently employed personnel also need to develop skills and keep up with new knowledge in the field. Next 10 years should see real advances in training of all correctional personnel.
64. Ferguson, John H., "Improving Rehabilitation Through Correctional Personnel Training in Pennsylvania", *Prison J.*, Apr. 1960, (Penn. Prison Soc., Phila., Pa.)
The Director of the Institute of Public Administration of the Penn. State University briefly describes the development of on-the-job training in that state from 1955 to 1960 through the efforts of the Penn. Council for Correctional Staff Development and the cooperation of the University.

65. Fornataro, J.V., "What Are the Staff Training Problems for Canadian Prisons?", *Canadian J. of Corr.*, Oct. 1963
Discusses the need for considering basic questions of correctional objectives and procedures as a prerequisite to determining qualifications and utilization of personnel. The author, an assistant professor, School of Social Work, Univ. of B.C. (Vancouver), raises some crucial issues in planning an educational program for personnel consistent with institutional policies.
66. Fox, Vernon, "The University Curriculum in Corrections", *Fed. Prob.*, Sept. 1959
There is no agreement on what should comprise training for correctional work. Social work training has not been geared to correctional work and has been slow to adapt to the requirements of the field. The author suggests curricula for a certificate program, a B.A. degree, an M.S.W. degree with emphasis in Corrections, a Master's degree in corrections and a Ph.D. in criminology and corrections.
67. Frank, Benjamin, "The Emerging Professionalism of the Correctional Officer", *Crime and Del.*, July 1966
Can the field of corrections be identified as a profession? Correction officers are moving toward a professionalism of their role. Discusses history of training and results of a national survey of officer training, showing how correction officers are being trained to serve on treatment teams, their new role involving them more actively in the total correctional process.
68. Geis, G. and Cavanagh, E., "Recruitment and Retention of Correctional Personnel", *Crime and Del.*, July 1966
Manpower study of correctional institutions and probation by questionnaire method showed expressions of the need to increase wages and fringe benefits and better support by government and public. Recruitment, by most of the institutions and probation departments replying, was routine and unimaginative with little regard for a precise delineation of the job to be performed on the necessary personal qualifications needed. The author calls for more empirical studies

on job requirements and job evaluations and satisfaction.

69. Giardini, G. I., "Personnel Training in Parole and Probation", *Prison J.*, Apr. 1960 (Penn. Prison Soc., Phila. Penn.)

The Superintendent of Parole Supervision in Penn. briefly comments on the inauguration in 1956 by the Board of Parole of an intensive program of in-service training for parole agents with supervisory responsibilities, later including probation officers.

70. Gill, Howard B., "Training Prison Officers", *Amer. J. Corr.*, July - Aug. 1958

A critical review of training programs, past and present - basic, pre-service, in-service and professional training

71. Gilman, Merritt, "Problems and Progress in Staff Training", *Crime and Del.* July 1966

The need for training of all institutional staff follows recent emphasis on rehabilitation techniques. Short-term courses and workshops for parole staffs have been developed. Effective training programs need administrative backing, training personnel and allotment of time and money for training and clear concepts of correctional tasks and the function and philosophy of the institution. Correctional people have not yet agreed on the causes of crime and the techniques of treatment. Author discusses training of police, probation and institutional personnel.

72. Glaser, Daniel, "The New Correctional Era: Implications for Manpower and Training", *Crime and Del.*, July 1966

Presently there is "less exclusive reliance on highly trained treatment specialists and more infusion of treatment concern and skills in line staff." All correctional employees will have treatment responsibilities. Primary need is in recruitment and training of line personnel familiar with new

trends. The 1965 Correctional Rehabilitation Study Act mobilizes educational and professional organizations for coordinated effort to meet these needs.

73. Grygier, Tadeusz, "Staff Development and Education in Criminology and Corrections", *Criminal Law Q.*, V. 5, P. 220, 1962

A discussion of the rationale for the training program given at the School of Social Work, Univ. of Toronto in the area of corrections and the need for a broad interdisciplinary approach.

74. Grygier, Tadeusz, "Education for Correctional Workers: A Survey of Needs and Resources", *Canadian J. of Corr.*, July 1962

Special training at all levels is needed to enable correctional workers to reconcile therapy with custody. Author discusses the in-service training programs in Canada and the assistance given by universities (Univ. of Montreal is offering a Master's degree in corrections.)

75. Heim, Richard B., "Prison Personnel: A Review of the Literature", *Am. J. Corr.*, Jan. -Feb. 1966

Author cites many diverse viewpoints on staff members' behavior, with special reference to the Correction Officer - inmate relationship, the role conflicts of the officers and how they are resolved. To assist the reader in understanding the problems of prison personnel, the author cites 21 references.

76. Heller, Melvin S.; Morello, Michael; Polsky, Samuel, "The University's Role in Correctional Service and Training", *Prison J.*, Apr. 1960 (Penn. Prison Soc., Phila., Penn.)

How Temple University's Medical Center and School of Law cooperated with the Penn. Bureau of Correction in inaugurating training and supervised experience in a correctional atmosphere for psychiatrists and how Bureau personnel took part in the University's unit in law and psychiatry, demonstrating, as a pilot project, cooperation between correctional institutions and universities.

77. Heseltine, H. Margaret, "Staff Training in Saskatchewan", Canadian J. of Corr., Oct., 1963
A Superintendent of a Correctional institution for women traces the development of staff training programs since 1946 and outlines the Staff Training Course at the present time.
78. Hiller, Francis H., "Methods of Appointing Probation Officers", N. C. C. D. J., Apr. 1957
Some two dozen methods of appointment are to be found in the U. S. Author discusses various ways of eliminating political influences.
79. Illing, Hans A., "The Training of Parole Agents in Group Counseling", J. of Crim. Law, Criminol. and Police Sci., March 1963
Describes the group counseling programs for parolees in the Adult Parole Division of the Dept. of Corrections in Calif. and the training and supervision of the parole agents who served as group counselors
80. Johnson, Elmer H., "In-Service Training: A Key to Correctional Progress", Criminologica, Vol. IV, No. 3, Nov. 1966
In-service training as a potential tool for correctional reform is discussed with reference to preservation of the correctional agency as an efficient social system, increase of staff sensitivity to his own and the offender's behavior, and to the implementation of organizational change.
81. Johnson, Kenneth D., "The Role of Social Work Education in Preparing Personnel for the Corrections Field", Fed. Prob., Sept. 1956
What schools of social work are doing to prepare professionals for correctional work
82. Kirby, Bernard C. and Scher, Daniel L., "An Experiment in Student Interning in Correction", Crime and Del., July 1966
To encourage recruitment the Cal. Dept. of Correction, in cooperation with San Diego State College and

- the Western Interstate Commission for Higher Education, provided an internship program for 15 men and women students to serve (for pay) as "Student professional assistants" for 5 weeks in a male and a female correctional institution respectively. This kind of practical training, the authors maintain, can be of great value to students and faculty as well as to the correctional agencies.
83. Kogon, Bernard, "Some Experiences in Training in a County Probation Department", N.P.P.A. J., July 1956
The author describes orientation and in-service training and the apprenticeship and student placement program in the large Los Angeles County Probation Agency.
84. Lee, Charles C., "The Concept of Authority in the Field of Probation and Parole", Amer. J. Corr., Mar. - Apr. 1966
Why the authoritative setting of probation and parole is not inimical to the practice of case work.
85. Lejins, Peter P., "Criminology for Probation and Parole Officers", N.P.P.A. J., July 1956
Social workers in the correctional field need more than a knowledge of generic skills of case work and group work. The author points out the main items of criminological knowledge of value to probation and parole workers - such as an understanding of social pathology, theories of causation, the effect of imprisonment on personality and on sex behavior, classification, pre-release procedures, parole prediction studies, programs of prevention, etc. The author suggests a college curriculum - a specialized educational program with emphasis on criminology.
86. Lejins, Peter P., "Agenda for Corrections", Am. J. Corr., Sept. - Oct. 1963
Points to the lack of broad training in correctional knowledge and the need for an appropriate educational system to train people for the correctional services. Suggests a basic undergraduate curricu-

lum in criminology and corrections, with advanced training leading to Master's or Doctor's degrees. Eventually we must develop a profession of correctional work.

87. Lejins, Peter P., Prigmore, Chas. S. and Rector, Milton G., "The Joint Commission on Correctional Manpower and Training: Its Purpose, Structure and Organization", *Crime and Del.*, July 1966
Describes the formation and structure of the Joint Commission - a non-governmental organization - funded by the federal government under the Corr. Rehabilitation Study Act of 1965. The Commission is interested in problems of manpower and training and will examine college and university programs for correctional personnel. Field surveys with 9 task forces will begin in the fall of 1966.
88. Lobenthal, J.S., Jr., "Proposals for Correctional Education and Training", *Prison J.*, Apr. 1960 (Penn. Prison Soc., Phila., Penn.)
The present "deplorable" state of correctional personnel training calls for more education in the behavioral sciences, with less pre-occupation with security aspects. The author shows how this aim can be achieved through alliance of corrections, with institutions of higher learning, to their mutual benefit, citing N.Y. City as an example and describing in some detail his proposed steps for professionalization of correctional services.
89. Lunden, Walter A., "Staff Turnover and Salaries in Correctional Institutions", *Am. J. Corr.*, Jan.-Feb. 1967
One crucial aspect of the manpower shortage in corrections is the high rate of turnover of correctional employees. The author presents statistics on turnover and salaries, showing a significant relationship. He discusses other factors responsible for the high turnover in juvenile and adult correctional institutions. (The Prison Warden and the Custodial Staff, Springfield, Ill., C. C. Thomas, 1965.) See also Lunden's book.

90. Markson, E.R. and Hartman, V., "Function and Organization of a Model Institute of Criminology", *Canadian J. of Corr.*, Jan. 1963

An exploration of the methods by which a research and teaching program in criminology might be established which renews the issues involved and summarizes surveys of criminological teaching in Europe, the United States and Ontario.

91. Matheson, M.A., "B.C. Corrections Branch Staff Training Program", *Canadian J. of Corr.*, Oct. 1963
Instead of making a distinct separation of custodial officers and treatment staff, the British Columbia staff training program, recognizing the importance of the line officer as one who has the greatest potential for rehabilitation, has included instruction of officers in group counseling and the development of treatment skills. Promotion in the Canadian system depends on completion of a series of training courses. Two classes of line officers have developed - the security officer (mainly custodial) and the correctional officer (security plus treatment role). Author describes the in-service training program for all personnel, the training program for probation officers, and specialized courses.
92. McGee, Richard A., "Professional Education for the Correctional Field", *N.P.P.A. J.*, July 1956
Correctional work is not yet a profession - should it be or should the correctional field be absorbed into one of the existing professional groups? It is now difficult to recruit graduates of schools of social work in sufficient numbers to meet the needs of correctional institutions - men who are stable and mature and temperamentally suitable for this special service in institutions where their clients are often unwilling and involuntary. The author recommends closer cooperation with the universities through graduate schools, field placements, participation of faculty on planning committees and in in-service training activities, etc. No one discipline can fill the needs.

93. McHugh, Thomas J., "How Professional are Probation and Parole?", Fed. Prob., Mar. 1957

The fields of probation and parole are professional; hence, training is essential and can be accomplished through special university courses or statewide institutes or by graduate training with scholarship assistance or by contact with schools of social work which should realize that generic case work alone is not sufficient.

94. Miller, Fred H., "Training at the Local Level for Correctional Service", Prison J., Apr. 1960 (Penn. Prison Soc., Phila., Penn.)

Pennsylvania created in 1936 a Public Service Institute, a governmental agency charged with in-service training of state and local officials. The Institute conducts in-service training classes for correctional personnel in any part of the state where requested. The basic correctional course requires 24 two and a half hour sessions, meeting once a week.

95. Nelson, E. K., "Strategies for Action in Meeting Correctional Manpower and Program Needs", Crime and Del., July, 1966

Because of the isolation of academic programs from correctional services a Master plan is needed to facilitate sharing of information. The President's Commission on Law Enforcement and Administration of Justice and the Joint Commission on Manpower and Training held promise for cooperative solutions. There is a need for development and utilization of more effective research programs and for more field placements, internships, scholarships, etc.

96. Noble, Henry J., "The Center for Correctional Training and the New York City Department of Correction", Am. J. Corr., Mar.-Apr. 1967

The Director of the Center outlines the training program for correctional personnel in N. Y. City with detailed reference to the Center, established in 1964 for professional training, in collaboration with the City University of N. Y. The program includes field

training for college students, college seminars, internships for seminary students and correctional psychiatrists. Promotions in the service depend not only on a thorough knowledge of custodial techniques but on a "working knowledge of the elements of an institutional treatment program and the contributions of the behavioral sciences."

97. Otis, Jack, "Correctional Manpower Utilization", Crime and Del., July 1966

How is correction going to utilize the opportunities afforded by the federal government through its Law Enforcement Assistance Act and other recent federal studies and legislation? Corrections cannot compete financially with other programs in the fields of health and social welfare for the services of professionals. The author questions the effectiveness of psychotherapy and "the professionalization of manpower" for corrections and shows how we can reduce the need for professionals by group work in the public schools, by changes in the administration of justice, by greater use of volunteers and others with minimal formal education, by using people who have experienced the problem to help others (as in A.A. and Synanon). Now is the time for experimental programs that will utilize more effectively a whole range of personnel from the uneducated to the highly educated in correctional work.

98. Outerbridge, W. T., "Staff Development in the Ontario Provincial Probation Services", Canadian J. of Corr., Oct. 1963

Describes the administrative structure of probation in Ontario and the historical background of the training program, the qualifications of staff, the orientation course of six weeks, evaluation of probation officers' performance, promotional examination, and the extensive current staff development program.

99. Padgett, Wayne W., "The Value of Central Training", Am. J. Corr., July-Aug. 1966
Uniformity of organizational policies in a department operating several institutions cannot be achieved by in-service training alone. A central training school or academy is recommended, following practices in Canada and Europe, creating closer identification with the Dept. and fostering a feeling of permanence in a career service.
100. Patton, Earnest W., "Specialized Staff Training Opportunities as Part of the New Institutional Program", The Prison J., Spring-Summer 1966 (Penn. Prison Society, Phila., Penn.)
An essential part of the new institutional complex of the Penn. Bur. of Correction will be an expanded staff training program for the experienced staff as well as for new recruits, with affiliation with universities.
101. Penfold, Douglas, "In-Service Training Program of Ontario's Department of Reform Institutions", Canadian J. of Corr., Oct. 1963
The Director of Staff Development describes the central Staff Training School located at the Ontario Reformatory for all correctional institutions in that Province. Most of the trainees are custodial officers from adult institutions for they are of major importance in changing inmate attitudes. He lists the subjects covered in the five-week course, placing emphasis on professional orientation through lectures and particularly through discussion groups. Author also discussed training in the various institutions dealing with factors unique to each institution.
102. Penfold, D., "Some Points about Staff Training in a Regional Jail System", Canadian J. of Corrections, Oct. 1964
Jail staff should have at least a H.S. education and should be trained in objective observation of inmates and in forming a constructive sort of relationship with them in order to contribute to the rehabilitation process.

103. Perdue, William C., "Screening of Applicants for Custodial Work by Means of a Temperament Test", Am. J. Corr., Nov.-Dec. 1964
Discusses the possibility of developing a psychological test of an applicant's personality, to enable one to determine his potential for custodial work. The Johnson "Temperament Analysis Test" was thought to be "of real value".
104. Prigmore, Chas. S., "A State In-Service Training Program", N.P.P.A., J., July 1956
The Wisconsin Bureau of Probation and Parole appointed in 1951 a full-time supervisor of training responsible for recruitment, the development of an in-service training program with a social work emphasis and the supervision of field work students from the Univ. of Wis. School of Social Work. The author discusses the problems encountered (such as resistance to training, lack of academic background, etc.) and the lessons learned from this experience.
105. Prigmore, Chas. S., "The Arden House Conference, 1964", Am. J. Corr., Mar.-Apr. 1964
Author discusses the planning for the Arden House Conference of June 1964 "to move toward a position of national solidarity and national action in correctional manpower and training".
106. Prigmore, Chas. S., "Corrections Blueprint for National Action on Manpower and Training", Fed. Prob., Sept. 1964
Highlight of the Arden House Conference in June 1964 on manpower and training in corrections. (A complete listing of the Decisions of the Conference appears in Am. J. Corr., Sept.-Oct. 1964, pp. 34-38). For a brief report of "Developments since the 1964 Arden House Conference on Correctional Manpower and Training" see discussion by Peter Lejins and Charles Prigmore in A.C.A. Proc. 1965.

107. Prigmore, Chas. S., "Correctional Manpower and Training: a Program for Action". State Government, Autumn 1964
Describes the function of the Joint Commission on Manpower and Training which developed from the Arden House Conference (1964) - to attract more qualified personnel in the correctional field, to promote undergraduate and in-service training, increasing stipends for graduate education, higher salary levels, internships, management training, etc.
108. Prigmore, Chas. S., "Training Men to Meet the Challenge", J. of Corr. Educ., V. 18, No. 1, 1965
Describes the federal Correctional Rehabilitation Study Act of 1965 which "will focus on the recruitment, education, training, utilization, and retention of all levels of correctional personnel" and states how the Correctional Education Association can assist.
109. Rector, Milton G., "Significant Developments and Trends Affecting Probation and Parole", Fed. Prob., June 1963
Among the new trends are the training of judges and parole board members and the short-term training institutes conducted by universities for probation, parole and institutional personnel.
110. Roebuck, J. and Zelhart, P., "The Problem of Educating the Correctional Practitioner", J. of Crim. Law, Criminol. and Pol. Sci., March 1965
Discusses the question of professionalization in the correctional services and the role the universities might play at the undergraduate and graduate level in training personnel. (See Prof. T.C. Essletyn's critical comment of this article in the Sept. 1965 issue of this journal at pp. 349-350 and the reply to it by Prof. Roebuck in the March 1966 issue, at pp. 64-67.)
111. Sedio, E., Nelson G., Compton, B., "Social work student Placement in a Probation Setting", N. P. P. A. J., July 1956
As the N. P. P. A. has recommended a Master's degree in social work as the desired qualification for

probation work it behooves the social work schools to develop the use of probation settings for field work training of students. The authors explain how this was done in Minn.

112. Shelly, Joseph A. "The Role of the Correctional Agency in the Undergraduate Curriculum", Crime and Del., July 1966
Correction fails to recruit the best talent from our colleges and universities. Author describes the elaborate methods used by business corporations to recruit college men before graduation. Now is the time for correction to offer college students summer placement opportunities in correction and to encourage colleges to give practical courses to attract students to enter this field. Author describes a college-credit course "Bringing the Classroom into the Courtroom" given by the Probation Dept. (N. Y. Supreme Court) at the Court House, resulting in recruitment of students into correction or social work. He suggests many practical ways in which colleges and correctional agencies can work together in meeting the problem of recruitment of talent from our colleges and universities.
113. Snyder, Harry E., and Kuharic, John J., "Training in the Pennsylvania Bureau of Correction", Prison J., Apr. 1960 (Penn. Prison Soc., Phila., Penn.)
A brief statement of the need for correction officer training, the utilization of university personnel, and the training conferences for top and middle management is followed by an outline of the training program at the central officers Training School at Camp Hill.
114. Stageberg, Rolf W., "The Correctional Officer as Seen by a Workhouse Superintendent", Am. J. Corr., July-Aug. 1964
Correctional officers as the most important tool of rehabilitation and the key to the morale of an institution

115. Studt, Elliot, "A School of Social Work Builds a Program for Correctional Personnel", N.P.P.A., J., July 1956
A report of how the Un. of Cal. School of Social Welfare expanded its program for educating correctional personnel (1948-1956)
116. Szabo, Denis, "Criminology and Criminologist: A New Discipline and a New Profession", Canadian J. of Corr., Jan. 1963
Considers different approaches and objectives in the teaching of criminology in universities
117. Taylor, Edward M., and McEachern, Alexander W., "Needs and Directions in Probation Training", Fed. Prob., Mar., 1966
There is a need for nationwide training programs for probation officers, as local departments cannot keep pace with the magnitude and complexity of the problems. The authors suggest booklets for private study, plus films, tapes and other suitable material not requiring specially trained leaders which would bring before the local departments the results of research and new developments.
118. Terwilliger, Carl, "The Nonprofessional in Correction", Crime and Del., July 1966
The non-professional (custodial personnel and inmates) are now used in institutional group counseling. New roles for such people will create more effective programs and develop new employment opportunities in an age of automation and rising populations. Is an increased supply of professionally trained manpower possible or desirable? The author suggests a change in direction - develop new roles for the non-professional and utilize the ex-offender in correctional programs. The author suggests how this can be done, citing specific examples, and how the professional and non-professional can work together.

119. Thomas, Edwin J., "Role Problems of Offenders and Correctional Workers", Crime and Del., Oct. 1966
Discusses the offender as a person who through social learning and role training commits deviant acts as normal, expected behavior. Correctional workers too face "role problems" due to the difference between their training and the demands made upon them. The results of role conflict in probation officers are confusion, ambiguity and personal strain, dissatisfaction and inefficiency. Author suggests value of role problem analysis.
120. Thomas, Paul A., "Indiana's Collegiate Internship Program", Am. J. Corr., Sept.-Oct. 1964
DePauw Univ. (Ind.) and the State Dept. of Corr. established an internship program at the training schools for boys and girls, to which university students served as teachers, or in recreational or counselor roles - a program that proved valuable to both the interns from the Univ. and the agencies.
121. Toomey, William C., "Analysis of Certain Personnel Problems in Correctional Administration", Am. J. of Corr., Jan.-Feb. 1964
An aggressive recruiting procedure is needed for the entire field of social welfare. Correction officers oriented to modern concepts must be intelligent and well educated. Author suggests selection based on aptitude tests to supplement other methods such as ratings and Civil Service exams.
122. Warner, George F., "The Correction Officer's Training Section: Report Writing, by Morrison, Ray C.", Am. J. Corr., July - Aug. 1965
Importance of and rules for writing of reports as a training need for correction officers
123. Witte, Ernest F., "Recruitment and Retention of Personnel", N.C.C.D. J., Apr. 1957
Corrections as a field of employment for social workers is examined, showing the great need for

more professional social workers, for better recruitment methods and for greater job satisfaction to retain those employed in correctional work

124. Wood, Roland W. , "The Correction Officer's Training Section: Courtroom Procedures and Techniques", Am. J. Corr. , July-Aug. 1957 (Part 1); May-June 1958 (Part 2)

Suggestions for correction officers as witnesses, and in preparing reports and preserving evidence for use in the court room

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