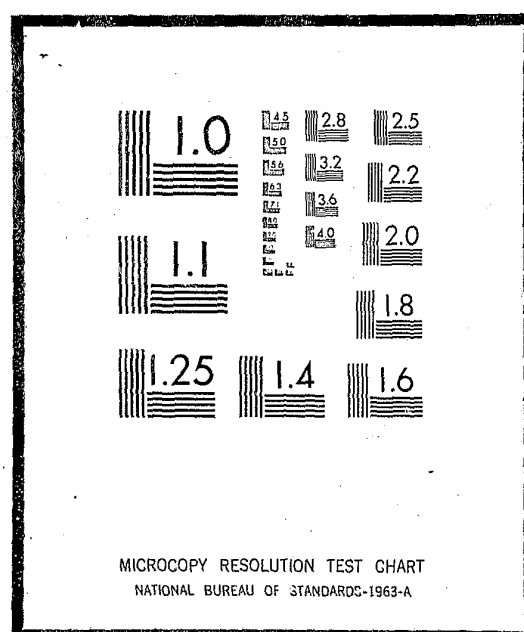


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U.S. DEPARTMENT OF JUSTICE
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NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

THE FINAL REPORT of THE PENNSYLVANIA CONFERENCE OF STATE TRIAL JUDGES CORRECTIONAL VISITATION PROGRAM

Prepared by
The Correction Committee
Pennsylvania State Conference of Trial Judges
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and
The Criminal Justice Resource Center
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July 1974

Date filmed

6/9/76

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April 25, 1974

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Mr. John Snavely
Executive Director
Governor's Justice Commission
Box 1167, Federal Square Station
Harrisburg, Pa.

Dear Mr. Snavely:

In 1972 the Governor's Justice Commission awarded subgrant DS-197-71A to evaluate the visitation program of the Pennsylvania Conference of State Trial Judges which was already in progress.

The purpose of the evaluation study was multifold: To report on the observations and conclusions of the judges with regard to improving the correctional institutions; to recommend a plan of action for future judiciary training in corrections; and to recommend ways and means to bring about a closer working relationship between the Trial Judges and the agencies administering criminal justice in the Commonwealth.

The visits to five of the six State Correctional Institutions were monitored for purposes of the study. Faculty from the Pennsylvania State University were responsible for the Camp Hill SCI visit; University of Pittsburgh for the Pittsburgh SCI visit; and Marywood College School of Social Work for the balance of the monitored visits. In addition, the Criminal Justice Resource Center of Marywood was responsible for other data collection and assembly of the final report.

Each recommendation was given thoughtful consideration and is the direct result of the judges input. Extensive tape recordings were made at each institution and the judges participated in exchanges with administrators, residents, staff, and various authorities in the field. In addition, residents and staff were surveyed with instruments similar to those used by the judges.

This is the first time for a judicial visitation program in Pennsylvania. As such, it represents a unique effort on behalf of the State Trial Judges to become more intimately aware of the operations and programs of the State Correctional Institutions and to directly assist in the up-grading of our entire correctional system. The monitoring and coordinating of these visits by several educational institutions added a new dimension to this effort.

Hopefully the completion and publication of this report will provide a blueprint for further action by the courts in the continuing effort to up-grade and humanize efforts in the field of criminal justice.

Sincerely,

JUDGE RICHARD P. CONABOY
Chairman, Corrections Committee

ACKNOWLEDGEMENTS

I would like to express my sincere appreciation to the numerous individuals who contributed their time and talents into the compilation and preparation of this report.

Particularly dedicated to the production of a meaningful report was Judge Richard P. Conaboy, Chairman of the Corrections Committee of the Pennsylvania Conference of State Trial Judges. Without his stimulating inquiry and perseverance through the many delays encountered, there would be a considerably less fruitful product.

I would also like to thank the judges who served as coordinators at each institution visit in addition to the local bar association who thoughtfully provided the opportunity for additional social and substantive exchanges following each visit.

A special note of appreciation is due to Lieutenant Governor Ernest Kline; former Commissioner of Correction, Allen Sieloff; and the present Commissioner, Steward Werner, for their attendance and vigorous support of the visitation program.

The preparation of the report would not have been possible without the significant contributions

of Professor Henry Burns of the Pennsylvania State University (Camp Hill Visit); Professor Monroe Miller and Dean Arthur Fidel of the University of Pittsburgh (Pittsburgh Visit); and Professor John Baldi, James Reap and Hubert Gordon of the Marywood School of Social Work.

A debt is also owed to the more than fifty students from Marywood, Penn State and the University of Pittsburgh who contributed their time in the administration of questionnaires and the collection of tape recordings at the visits.

It was only through the combined efforts of the Superintendents, Deputy Superintendents, and other Bureau personnel, particularly J. Brian Lonergan, Director, Northeast Community Treatment Service, working with the Judges and project staff, that the visits proved a success.

Lastly, I would like to express my appreciation to Carlile E. King, Supreme Court Administrator, who provided considerable logistical support and coordination for all of the visits and for administration of the State-wide Survey.

JAMES F. MELLODY
Project Director

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PROLOGUE

It has often been said that the most difficult task a judge must perform is to send a fellow human being to prison. There is no doubt of the wrenching effect of pronouncing a sentence.

What is much more thought provoking and in many instances extremely disturbing is for a judge to go to see those same people in the prisons where they are serving their terms. Is this the "punishment" he had in mind, or the law had in mind, — is this the "treatment" — is this the "education" — is this the "rehabilitation." These are the questions that came to the minds of the Pennsylvania Judges as they carried out their visitation program to the State's Correctional Institutions. Suddenly sentences were not simple Court Orders. Dramatically they each became an imposed severely handicapping lifestyle on a specific man or woman.

The lack of adequate facilities, the lack of adequate staff, the uselessness of meaningless programs, the devotion of many dedicated officers and administrators, the lack of sufficient funding and the overriding question of the value of the "prison system" itself were matters forcefully demonstrated by this program.

What impact the Judges of Pennsylvania can or will have on the future of our Corrections System remains to be seen and will result only from continual concern and dedication of time and energy. But those making the visits were unanimous in two items — one, that the program should be continued, and two, that the visits made a remarkable impact on their concept of sentencing.

Richard P. Conaboy



BACKGROUND OF THE VISITATION PROGRAM

In the past decade we have seen much dramatic statutory and decisional change in the criminal law field. There has been a new awareness among criminal defendants and trial lawyers alike about the rights of individuals accused. Likewise this awareness has carried over when defendants are convicted and sentenced.

These changes have brought new demands upon the judiciary and particularly evident is the need on the part of the sentencing judge for knowledge about the correctional alternatives available to him at the time of sentencing and later when his input is required for certain of the after-institution programs.

It was in light of the many rapid changes and new demands on the judiciary that the Conference of State Trial Judges in Pennsylvania was established. The Conference selected, as one of its major objectives, the continuing education for the judiciary in all fields bearing on the operation of the Court system and the administration of justice.

One of the most difficult jobs that a Judge has to perform is to sentence another human being to prison. In doing so every judge should be concerned with the nature and quality of the facility and programs to which a convicted person is sent for rehabilitation. He should be aware of what conditions exist in that prison: what programs are available to meet the needs of the inmate; what educational and treatment opportunities exist; how well programs are administered; how well trained the staff is and what inmates think of the programs. These are but a few of the concerns many judges have when considering sentencing alternatives.

In early 1971, with these and like concerns uppermost in the minds of the conference membership, the Corrections Committee was assigned the task of formulating an educational program which would provide the answers to these and other questions. It was felt that there was a need to have the Judges acquire their answers on a first-hand basis rather than interpolating the written or verbal perceptions of a few.

There was also considerable concern expressed among the membership about the range nature and procedure for a number of community furlough and aftercare programs initiated by the Bureau of Corrections and the Board of Probation and Parole.

Intent on initiating a sound educational program for the judiciary around these concerns, the Corrections Committee submitted an application for funding to the Governor's Justice Commission. An award was made to cover the travel, food and lodging expenses of those participating in the visits.

Setting up the visits

Marywood College School of Social Work was appointed by the Committee as the coordinator of all visits. Staff from the Marywood Criminal Justice Resource Center would visit the facility beforehand and meet with the Superintendent and Deputies to arrange the logistics and scheduling for each visit. An attempt was made in each schedule to allow a maximum amount of time for judges to exchange with inmates. This was done by scheduling at least an hour on security cellblocks and by having residents participate as "Tour Guides". A tour plan was arranged with adequate facilities for several small group meetings and for general meetings held at the opening and closing of each visit.

Each visit was structured in a similar fashion and was prepared in conjunction with the Bureau of Correction. A sample agenda is as follows:

9:00 to 9:15 A.M.	Coffee
9:15 to 9:45 A.M.	Orientation by Superintendent/Staff
9:45 to 12 Noon	Tour of Institution
12 Noon to 1:00 P.M.	Lunch
1:15 to 2:45 P.M.	Rap sessions with residents
2:45 to 3:00 P.M.	Coffee
3:00 to 4:00 P.M.	Rap sessions with personnel
4:00 to 4:30 P.M.	Meeting with Commissioner of Corrections and Chairman of Bureau of Probation and Parole and other Institution staff
4:30 to 5:00 P.M.	Conference meeting—Judges only
5:00 to 5:30 P.M.	Terminate visit
6:30 P.M.	Social hour sponsored by local Bar Association. Judges and Institution staff attending.

Judges usually arrived the evening prior to the visit and accommodations were arranged for nearby by the coordinating Judge for the visit. The coordinating Judge was chosen from among the judiciary located in the same judicial district as the State Correctional Institution to be visited.

Usually a bus was arranged for to transport the participants from their lodging to the facility and back. This technique also contributed to preventing any attrition of participants in the latter part of the day. Upon arrival at the facility all participants signed in and were issued name tags. Resident tour guides, inmate rap session participants, and staff were also issued name tags. Coffee was served upon arrival and an orientation and welcome session was conducted by the Superintendents and staff. The orientation covered not only a statistical presentation but a statement of the staff's philosophy about corrections, rehabilitation and institutions as well as their role in carrying out the philosophy. At this point a fact sheet on the institution with considerable descriptive and demographic data was distributed. The orientation session usually took about a half hour. The membership was next broken into groups of six to ten members each with usually two residents, a correctional officer and a counselor assigned as guides. The tour of the facility began with concentration on areas where residents spend the most time particularly cellblocks. Sufficient opportunity for Judges to communicate with and sound out residents on issues and concerns. Procedures and programs were discussed, often vigorously. Vocational shop areas were generally avoided on tours since the prevailing feeling was that most were quite similar. Program areas unique to several of the facilities were visited as were educational settings.

The tour usually ended immediately prior to lunch. During the morning tour a student would be assigned to accompany each group in it's tour and tape record selected conversations on issues and concerns. The tapes were later used as a resource in interpreting the data returned by questionnaire.

Lunch was available usually through the buffet main line at the central dining area used by residents. Judges were encouraged to split up into pairs and have lunch with two residents at their table and use this as an additional period to solicit views and opinions about the facility.

The afternoon sessions began with "rap sessions" with randomly selected residents from all components of the institution. Residents representing the facilities programs; the complete range of offenses and all levels of security classifications were present. The Judges stayed in their previously designated small groups and were assigned five residents for the "rap sessions." The sessions did not include any institutional personnel at all in order to encourage maximum participation of all concerned. The sessions often proved to be free wheeling and gave judges an opportunity to get questions raised by their tour answered by residents. Residents had the opportunity to question the judges. The rap session rooms were set up with chairs in a circle and the discussions focused not only on the facility and its programs but ranged the full breath of issues present in the criminal justice system. It provided judges the unique opportunity to attempt to understand the view from the other side of the bench. The resident rap sessions lasted about one and one half hours.

After a short coffee break the Judges then met with institutional staff in the small group format for a similar discussion of issues from their perspective. The majority of staff represented were line correctional officers. Following these groups a general session was held with policy level personnel and administrators, usually including the Commissioner of Corrections, the Chairman of the Board of Probation and Parole. Policy questions arising from the tour and meetings with residents and staff were discussed. Often agreement was generally reached between the Judges and Bureau of Corrections personnel and Parole authorities on the establishment of clarifying procedures to be instituted. This was particularly helpful to Judges in clarifying the nature and method of the furlough and aftercare problems initiated by these authorities.

After this the Judges would conduct a short business and discussion meeting which was closed to attendance by others and not recorded as were all other activities. Following this the bus returned participants to the hotel where usually a social hour was arranged for by the local bar association. This hour also proved fruitful since institutional staff were also invited and discussion on the day's experiences continued.

Methodology of Visitation Monitoring

The Criminal Justice Resource Center of Marywood College School of Social Work was the coordinator for all of the visits. The task of the coordinator was to arrange the schedule, logistics and monitoring of the visit. Monitoring was to include the design of an evaluative questionnaire to be distributed to the Judges upon completion of the visit. The topic areas for the questionnaires were suggested by the Corrections Committee but the precise questions and format was left to the individual school responsible for the visit monitoring. Topic areas generally suggested were: ratings of living conditions; program availability; program adequacy; Bureau regulations and procedures; resident priority areas for change; problematic areas for staff; priorities for in-service training; proposed plans for the Bureau of Corrections; and use of correctional facility visits for Judges training.

Initially the Committee requested that questionnaires be limited to one page. Because of the good rate of response from the first visit (Camp Hill), the questionnaires were later expanded to four pages. All data received is not exactly comparable between responses from each visit, since, while the topic areas were the same, question wording and method of response were often different. This was partly due to the fact that monitoring was initially conceived as a subjective device for feedback to improve the quality of the visitation program rather than formally evaluate them. Consequently, an application for funding an evaluation project was not filed with the Governor's Justice Commission until after the first (Camp Hill) visit took place. The grant award was made following the third visit (Dallas).

The job of monitoring a visit also included tape recording of Judge/inmate discussions on the tour and of all rap sessions and general meetings. The tapes were later used by each of the monitoring schools to impart the flavor of the visit in their evaluation reports. More than sixty (60) hours of tapes were collected from the five visits which were monitored. Students from the schools designated as monitors were utilized as the recorders. The advance team which met with Bureau personnel to design the schedule and logistics of each visit also met with and briefed the recorders. More than forty students from the three schools participated as monitors and recorders.

The Pennsylvania State University was designated as the monitor/evaluator for the Camp Hill S.C.I. visit. Dr. Henry Burns headed the Penn State Team. The Pittsburgh S.C.I. visit monitor/evaluator was the University of Pittsburgh. The Pittsburgh Team was headed by Dr. Monroe Miller and Dean Arthur Fidel. The Criminal Justice Resource Center of Marywood College School of Social Work, Scranton, Pennsylvania, monitored and evaluated the visits to Dallas S.C.I., Muncy S.C.I. and Huntingdon S.C.I. The Rockview S.C.I. visit was not monitored.

IV Attendance at the Visits

The visitation program was successful beyond the initial expectations of the Corrections Committee. Aside from more than fifty (50) student monitors and project staff attending the visits, two hundred and eight (208) individuals participated in making three hundred and five (305) visits. One hundred and twenty-four (124) individual Judges participated in making two hundred and eleven (211) of these visits. Fifty seven (57) Judges made one visit. Thirty six Judges made two (2) of the visits. Twelve (12) Judges made three (3) of the visits. Four (4) Judges made four (4) of the visits. Three (3) Judges made five (5) visitations and none (0) of the Judges made all six (6) visits.

Judges were encouraged to bring with them, their probation officers since they often make sentencing recommendations in their pre-sentence investigations. Eighty-four such individuals attended the visits. Included in this number are several District Attorneys, Public Defenders and others concerned with learning more about what the Pennsylvania Correction system has to offer.

Included in a later section of this report is an analysis of participants and non-participants who responded to a state-wide questionnaire. Reasons for non-participation are examined and recommendations following that section directly deal with ways and means to encourage participation in such professional development programs. An analysis of visitations, other than those in this program made by Judges is also included in that Section.

THE CAMP HILL S.C.I. VISIT

On October 25, 1971, more than 60 individuals including 42 judges, visited the Camp Hill facility. Compilation of data for the report on Camp Hill was completed by Pennsylvania State University and was derived from 27 Judges who

responded to the questionnaire. The report was supplemented with observations which were extracted from the tape recordings.

The cumulative results of the questionnaires and tape recordings indicated that those responding felt that the State Correctional Institution at Camp Hill tried to give a false impression of the existing situation. In the opinion of Dr. Henry Burns from Penn State, inmates selected for tour guidance and group participation were unusually compliant, cooperative subjects, who were not representative of the entire population. The Penn State report further indicated that the institutional staff painted a "rosier picture" than actually exists in the institution. Vocational training, for example, indicated various programs were a stunning success. In discussing the program with residents at the institution, they seriously questioned how beneficial these programs were to them.

The overall impression of jurists visiting Camp Hill has been termed "guardedly" pleased. This seems to indicate that structurally and programmatically, Camp Hill is better than most prisons in this country.

This material is an abstract of a 115 page research report which was submitted by Dr. Henry Burns as part of the Pennsylvania State University evaluation of the Camp Hill visit.

The Questionnaire

Question Number One

The question:

Previous visits to correctional institutions: Circle applicable items.

a. county b. state c. before becoming judge d. after becoming judge

The results:

County 27

State 24

Before becoming a judge 18

After becoming a judge 25

County

before becoming judge 1

State

before becoming judge 0

County

after becoming judge 1

State

after becoming judge 0

County & State

after becoming judge 8

County & State

before becoming judge 1

County

before becoming judge and

after becoming judge 1

State

before becoming judge and

after becoming judge 0

County and State

before becoming judge and

after becoming judge 15

SPECIFIC RESPONSES TO QUESTIONNAIRE

1. All 27 judges who returned questionnaires responded that they had previously visited a prison.

2. On a 1 to 10 scale regarding the Physical Plant itself, 22 judges gave the plant an 8 rating which indicates they feel the structure is adequate. Some compared it to a military compound and a few were totally discouraged with the entire structure.

Dining Facilities - Twenty judges rated this item at 8 or above which indicates they feel this isn't a problem area.

Living Quarters - Eleven judges felt the quarters were sufficient, some felt they were below standards, and the remainder saw the living cell block arrangement as a definite hindrance to rehabilitation.

Recreation - Ten judges rated this item at 8 or above; however, most felt uncertain since in the short span of time allotted for the visit, observation of recreation was absent.

Classification - Ten judges rated this item with an 8 or above. On the other hand, ten left it blank which indicates another item which wasn't properly digested in order to give a knowledgeable response.

Visiting - Nine judges rated visiting 8 or above. Two left it blank. Seven rated this category with 3 or less. This indicates obvious disagreement among the jurists regarding the stability of visitation at the Camp Hill Institution.

Civil Rights - Fourteen judges indicated an 8 or better rating. Eight left it blank. In review, most felt this category was sufficiently being handled.

Mail Privileges - Ten rated this item with 8 points or better. However, twelve respondents left it blank, thus indicating another item was only surfacely understood and not totally explored.

Staff-Inmate Relations - Twelve judges responded with a rating of 8 or above. Some felt this was a hindrance while most seemed to indicate they didn't completely understand the relationships.

Work Program - Fifteen gave this item an 8 or above rating which indicates, as the programs were explained, the majority of judges felt it is feasible.

Basic Education & Vocational Training - Fourteen judges rated these items 8 or above which reveals they feel education and vocational training, in their basic sense, are being covered. However, a considerable portion of the judges indicated they'd like to see education expanded beyond high school and vocational training, to more realistic areas.

Medical Care - Twenty-one judges rated medical care at 8 or above. No rating fell below 4. This clearly signifies the judges felt medical care was sufficient.

Pre-Release - This item received twelve ratings of 8 or above. Seven judges had no opinion. None of the ratings fell below 4. In general, judges seemed to concur with the program but had specific complaints regarding its administration.

Keeping in mind that these comments were recorded last year, much progress has been made in this area via the Governor's Symposium on Corrections and, in most areas, the problems have been solved.

	Question #2		Evaluating Items 1-10)					U = unknown				
	1	2	3	4	5	6	7	8	9	10	U	
Physical Plant			1		3		3	13	2	6		
Dining Facilities					2	3	2	4	11	5		
Living Quarters	1	1		1	6	3	3	5	3	3	1	
Recreation	1			1	4	3	3	5	1	4	6	
Classification	1			1	4	3	3	5	1	4	10	
Visiting	1	1	5		3	4	3	4	2	3	2	
Civil Rights		1		1	2			6	4	4	8	
Mail Privileges			2		1		1	1	3	6	12	
Staff-Inmate Relations	1	1		1	4	4	2	6	4	2	1	
Work Program		1			3	1	4	8	5	2	2	
Basic Education		1		1		2	5	7	3	4	3	
Vocational		1			1	2	3	6	8	4	2	
Medical Care				1	2	2	1	6	6	9		
Admission Procedures		1	1		2		1	6	4	4	8	
Pre-Release				3	2		4	6	2	4	5	
Human Rights			1	3	1		2	7	2	4	7	

Those items answered in the 8-10 range are consistent with scoring that is generally high for all items; that is, once the observer established a first impression, the items were consistent with that mood.

Question Number Three

The question:

Of the above, did you feel any elements could be identified as being a hindrance (indignities, isolation, "dehumanizing" treatment, etc.) to the individual in his later adjustment to society when released? If so, circle the entire item.

The results:

Physical Plant	None
Dining Facilities	None
Living Quarters	1
Recreation	None
Classification	None
Visiting	None
Civil Rights	None
Mail Privileges	None
Staff-Inmate Relations	3
Work Program	2
Basic Education	2
Vocational Training	1
Medical Care	None
Admission Procedures	None
Pre-Release	1
Human Rights	2

Alternatives to Incarceration

Note: Highest rating = 1

Nine gave the "small unit regional correctional institution" a rating of 3 or above (1 = high). Three left it blank. Seven ratings fell in the 4-7 range. Seven were in the 8-10 range.

Thirteen gave "increased use of normal probation" a rating of 3 or above. Five left it blank. Eight fell in the 4-7 range. Only one was in the 8-10 range.

Ten gave "increased use of probation to halfway house" a rating of 3 or above. Five left it blank. Eight fell in the 4-7 range. Only one was in the 8-10 range.

Twelve rated "increased use of parole to halfway house" at 3 or above. Five left it blank. Eight ratings fell in the 4-7 range, and two ratings were in the 8-10 area.

Only five rated "increased use of normal parole" at 3 or above. Six left it blank. Thirteen rated it in the range of 4-7, and three ratings were in the 8-10 area.

"Work furlough" received fifteen ratings of 3 or above. Only three left it blank. Six ratings fell in the 4-7 range, and three ratings in the 8-10 area.

"Educational furlough" received seven ratings of 3 or above. Seven left it blank. Ten ratings fell in the 4-7 range and only two ratings of 8-10 were given.

"Vocational (skills) training furlough" received twelve ratings of 3 or above. Six left it blank. Five ratings fell in the 4-7 range, and three in the 8-10 area.

Role of Conference

Sixteen rated "education" and eighteen "leadership." Only three chose "lobbying," seven "issuing position statements," and four "other." (Note: These "other" choices are explanatory and will be included in the final report.)

	Question #4 (Priority of Alternatives to Incarceration)										
	1 is highest priority										
	1	2	3	4	5	6	7	8	9	10	blank
small unit regional											
correctional institution	6	3	0	3	2	1	1	7	0	0	3
increased use of probation											
to halfway house	7	6	0	1	2	3	2	0	0	1	5
increased use of											
normal probation	4	3	3	1	2	1	3	2	0	1	7
increased use of parole											
to halfway house	6	4	2	3	1	2	2	1	0	1	5
increased use of											
normal parole	2	1	2	3	2	5	3	2	0	1	6
work furlough	3	4	8	1	4	1	0	1	1	1	3
educational furlough	3	2	2	6	0	1	3	0	1	1	7
vocational	7	2	3	1	2	2	0	1	1	1	6

5 THE PITTSBURGH S.C.I. VISIT

The second visit of the Conference was in November 1971 to Pittsburgh State Correctional Institution. The visit was monitored by the University of Pittsburgh who submitted an extensive report. Dr. Monroe Miller of the Department of Psychology was the principle investigator with regard to the Pittsburgh visit.

Questionnaire Results — Judges Data

Table 1 shows the coded responses of the judges with respect to the evaluative summary (section 1) of the questionnaire. The data presented reflect the mean response for all judges such that the greater the magnitude of the response the more favorable the evaluation it reflects. As Table 1 shows, the general results show impressions across a variety of issue areas which are judged less than adequate or neutral. It should be noted that the maximum score possible on these coded scales was the value 5, thus any mean values under 3.0, the neutral point indicate evaluation in an unfavorable direction. Negative scores were not possible in the coding system used. It should be noted that all judges did not respond to all questions, however, omissions were minimal.

The results of the judges evaluations clearly indicate that, in general, the judges felt the morale of inmates seems to be low but that staff attitudes are adequate or average. This is contrasted with the negative evaluation with respect to the adequacy of personnel and equipment. The reward versus punishment item was responded to only in part, with some indication that there was reflected in the equity in inmates access to services and even more negative evaluation of the opportunity for individual attention within the correctional institution. Little originality and individuality is judged as being allowed the inmates. Further, there is very little negative evaluation of the match between training opportunity and civilian demands. Further, diversity of opportunities and services for inmates is negatively evaluated with concern for inmates dignity and privacy being evaluated slightly below average. The most positive item has to do with inmates' awareness of available services and it is difficult to determine if this is a function of limitation on available services or of good communication about these services. There is a suggestion that it is a function of the former on the basis of the last item, i.e., that there is less than adequate use of available facilities.

In general, the evaluative summary data suggest very strongly that a negative impression was gained by the judges with respect to most areas of opportunity, morale, etc., of the prison population. In addition, when a comparison is made of the rating of judges with respect to the counseling program and the vocational and training programs, equally negative evaluations occur. In both instances, as indicated in Table 1, evaluation was significantly below an adequate point for nearly all items and, in addition, the variability in responses on the part of the judges was extremely low indicating this to be a very reliable finding.

Further evaluation of the data provided by the judges questionnaire can be seen in examination of their responses to the prison problem check list. It should be kept in mind that in this area of the questionnaire, judges were required to check those items which they thought be a problem at Western Penitentiary and, further, to respond again to those items that they felt were particular problems. The items felt to be problems in the prison by the judges are presented in terms of frequency of designation in Table 2. This reflects the frequency with which the items checked were felt to be existing problems in the prison. As can be seen in Table 2, virtually all items on the check list were included with only a few exceptions, specifically, the use of force in dealing with inmates, excess emphasis on control, lack of understanding, and visits being prohibited. A significant proportion of the other items were viewed by a significant number of judges as existing as problems in the prison. Most significant were the inadequacy of staff wages, the poor job opportunities for prisoners, understaffing, separation of prisoners from the outside world, low prestige of guards, recidivism, and inequity of sentences for similar crimes, loss of dignity by inmates, and homosexuality. Table 3 shows those items which were judged as most serious by the judges and it particularly instructive. While a number of items were checked by one or a few judges as being most serious problems in the prison, the most frequently checked items have to do with unequal proportion of black and white prisoners and staff, and the prison not dealing with the cause of crime. These were also suggested in the first part of the questionnaire. Each of these items was significantly judged as a serious problem in the ratings of the judges.

The responses of the judges to other sections of the questionnaire were largely anecdotal in nature and suggest that the data reflected in the above two sections were consistent with other observations of the two characteristics of the prison population.

B. Comparison of judges with inmates and staff

Comparisons were made between the judges ratings and the ratings of staff and inmates with respect to the first and third sections of the questionnaire, that is, the evaluative summary and the prison problem check list. Since the evaluative summary was not presented to the prisoners, their general responses to the comparable section were coded and ratings assigned to make the results comparable. The results of this comparison with respect to evaluation of general adequacy is presented in Table 4. This indicates that the judges ratings concerning the adequacy of counseling are higher than those of the inmates but lower than those of the staff. The staff, in fact, considered these areas to be clearly on the favorable side. With respect to vocational and educational training the judges ratings were somewhat higher than those of the inmates but significantly lower than those of the staff. Thus, the impressions gained by the judges of both these areas in general are clearly different from the impressions maintained by the institutional staff and by the inmates. These responses to the items in the evaluative summary by the corrections staff are of particular interest as they indicate approval with respect to the area of counseling far beyond any other indication gained. The only exception here were the counselors included in the sample whose mean rating was 2.9. The findings are as pronounced in the vocational and educational dimensions. Thus, the evaluation provided by the staff is largely inconsistent with that of the judges.

Table 1

	Counseling		Vocational Train. Education, & Work Program	
	X	SD	X	SD
Morale of inmates	2.35	1.05	2.60	.50
Staff attitudes toward men	3.25	1.06	3.00	.57
Adequacy of personnel & equipment	2.28	1.20	2.37	1.18
Use of punishment vs reward			2.66	1.52
Equity of inmate access	2.63	.92	2.71	.47
Opportunities for individual attention	1.68	.60	2.50	.75
Originality & individuality allowed inmates			2.44	.72
Match between training opportunities & civilian demands			1.87	.64
Diversity of opportunities and services	2.20	1.02	2.14	.68
Concern for inmate dignity, privacy	2.92	1.25	2.62	.50
Inmate awareness of available services	3.57	1.22	3.44	1.12
Inmate use of available facilities	2.66	1.07	2.62	.91

Table 2

Percent frequency designation of areas felt to be problems by Judges

Area	Percent
1. Inmates wages too low	28%
2. Too much force in dealing with inmates	0%
3. Staff wages too low	39%
4. Poor job opportunities for ex-prisoners	50%
5. Poorly trained staff	22%
6. Understaffed	44%
7. Prisoners cut off from the real world	39%
8. Excess emphasis on control and discipline of prisoners	6%
9. Lack of understanding between guards and prisoners	11%
10. Being a guard had low prestige in the society leading to limited opportunities for hiring	39%
11. Unequal proportions of blacks and whites among prisoners and staff	33%
12. Low morale for inmates and lack of trust between prisoners and staff	22%
13. Visits from wife or furlough home prohibited	6%
14. Lack or privacy and no freedom from supervision for inmates	28%
15. Overcrowding	22%
16. Recidivism	50%
17. Prisoners learn criminal behaviors from inmates	22%
18. Prison doesn't deal with the cause of crime	33%
19. Sentence too long	22%
20. Different sentences for similar crimes	39%
21. Loss of dignity, humanity, masculinity and individuality for inmates	39%
22. Homosexuality	39%

Table 3

Percent frequency designation of areas felt to be most serious problems by Judges

Area	Percent
1. Inmates wages too low	0%
2. Too much force in dealing with inmates	0%
3. Staff wages too low	0%
4. Poor job opportunities for ex-prisoners	11%
5. Poorly trained staff	0%
6. Understaffed	11%
7. Prisoners cut off from the real world	6%
8. Excess emphasis on control and discipline of prisoners	0%

9. Lack of understanding between guards and prisoners	0%
10. Being a guard has low prestige in the society leading to limited opportunities for hiring	6%
11. Unequal proportions of blacks and whites among prisoners and staff	33%
12. Low morale for inmates and lack of trust between prisoners and staff	22%
13. Visits from wife or furloughs home prohibited	0%
14. Lack of privacy and no freedom from supervision for inmates	0%
15. Overcrowding	0%
16. Recidivism	22%
17. Prisoners learn criminal behaviors from inmates	11%
18. Prison doesn't deal with the cause of crime	33%
19. Sentences too long	11%
20. Different sentences for similar crimes	6%
21. Loss of dignity, humanity, masculinity and individuality for inmates	17%
22. Homosexuality	11%

Table 4
Comparison of Judges with Staff and Prisoner rating
Counseling

	X	SD	Vocational Train. Education & Work Program	X	SD
7 Judges	2.61	.57		2.58	.39
Counselors, Staff, & Custody Staff					
(Officers & Guards) & Other Staff	3.24	.41		3.39	.37
Prisoners	2.22	.69		2.27	.83

Prison check list. Comparison of the judges' responses to the prison problem check list with those of the staff and inmates is presented in Table 5. This suggests certain similarities but more difference some of which are in highly predictable directions. Generally, recidivism is considered to be a problem as in loss of dignity. For the staff, the problems identified focused upon staff issues surrounding wages, understaffing, etc.. Also included were the areas of lack of understanding between staff and prisoners, low prestige of being a staff member, low morale for inmates, lack of trust in staff, and learning criminal behavior within the institution. These clearly differed in important respects from the judges ratings. Examination of the inmate questionnaires indicate that the primary problems are viewed as poor job opportunities, prison separation from the outside world, lack of understanding between prisoners and guards, low morale for inmates, difficulty in visits from wife or furlough, loss of dignity, and prison not dealing with the cause of crime. These data suggest that the evaluations of the inmates and staff differ greatly from the judges as well as from one another.

C. Observational and Interview Data

Detailed presentation of these data are not included since their major thrust is to accentuate the general findings obtained in the questionnaire portion. Most significant among these is the support given by verbal expression to the problems suggested in the prison problem check list and the negative evaluation suggested in the evaluative summary. A variety of statements supporting this were heard from many prisoners as well as from the judges. It is interesting to note that most of the prisoners were anxious and interested in talking with the judges and expressed some hope that the visit would be significant in correcting the system of corrections within Pennsylvania.

Table 5

Comparison of percent frequency designation of most serious problems between Judges, Staff and Inmates

Area	Judges	Staff	Inmates
1. Inmates wages too low	0%	23%	9%
2. Too much force in dealing with inmates	0%	0%	0%
3. Staff wages too low	0%	35%	0%
4. Poor job opportunities for ex-prisoners	22%	12%	22%
5. Poorly trained staff	0%	12%	13%
6. Understaffed	11%	40%	9%
7. Prisoners cut off from the real world	6%	0%	30%
8. Excess emphasis on control and discipline of prisoners	0%	0%	4%
9. Lack of understanding between guards and prisoners	0%	12%	13%
10. Being a guard has low prestige in the society leading to limited opportunities for hiring	6%	7%	0%
11. Unequal proportions of blacks and whites among prisoners and staff	33%	2%	4%
12. Low morale for inmates and lack of trust between prisoners and staff	22%	14%	13%
13. Visits from wife or furlough home prohibited	0%	0%	13%
14. Lack of privacy and no freedom from supervision for inmates	0%	0%	4%
15. Overcrowding	0%	5%	0%
16. Recidivism	22%	26%	4%
17. Prisoners learn criminal behavior from inmates	11%	5%	4%
18. Prison doesn't deal with the cause of crime	33%	12%	22%
19. Sentences too long	11%	2%	17%
20. Different sentences for similar crime	6%	33%	4%
21. Loss of dignity, humanity, masculinity and individuality	17%	7%	30%
22. Homosexuality	11%	44%	4%

D. Data Problems

The above findings indicate some specific consequences of the visit of the judges. However, a few problems attached to the data should be noted in order to emphasize the caution with which these data must be interpreted. Foremost among these considerations are the time constraints in data gathering and the lack of time for preparation of administration evaluation. Difficulties were observed in responding to some items. Of course it must be realized that this was a consequence of a brief one day visit. It should also be noted that many of the judges had not been in this facility before and in many cases were rather shocked by many of the characteristics of the institution. Caution in interpretation must also be exercised on the basis of the sampling of the staff and inmates included in the study. There is no reason to believe that these are not representative of the general population but it should be noted that the sample is of relatively small size. Gathering similar data from a larger sample would be of great value. While the problems attached to the data should be noted, they do not significantly alter the general findings of the problems identified and the information gathered by the judges.

Summary

The general findings of the evaluation, as indicated by the results presented above, point out a variety of valuable information being gained by the judges as a consequence of their visit. In addition, the specific information gathered, the general impressions, perceptions and attitudes seem to have been affected by the visit to varying degrees for different individuals. In particular, it seems clear that considerable information about the adequacy of a variety of programs within the institution in the areas of vocational and educational training, counseling, etc., are perceived as being less than or adequate at best in terms of their consequences for the prison population. Further, a variety of specific problems were identified by the judges as being significant although some of these impressions are not a consequence of nor can they be attributed directly to the visit. On the basis of this information it would appear that such a visit was extremely useful as an educational effort which might have important consequences for sentencing and case evaluation.

The data also suggest that the information and impressions of the judges vary considerably from one judge to the next. This is at least in part attributable to the fact that individuals spent time in different areas of the prison talking with different inmates staff, etc. Thus the experience was not a uniform one and indeed, on this basis, it is in someways surprising that as uniform an impression was obtained as shown by the data.

The findings also indicate that considerable information was acquired and problems observed by judges, but there seem to be serious discrepancies between their evaluations and those indicated by the inmates and staff. This is seen both with the respect to the adequacy of services and problem identification. The most striking aspect of this is the negative evaluation attached to adequacy by the judges as compared with the positive evaluation on the part of the staff. At the same time, the judges show a less negative evaluation than that indicated by the inmates. The implications here probably reflect a generalized positive response tendency on the part of the staff with respect to their own institution. It should also be noted that the comparisons which were made are not reflective of any objective base-line. That is, in no part of the study was an objective assessment of adequacy of services not of problems conducted. It would appear that this would be an important need not only in terms of implications for the judges visit but with respect to the correctional facility more generally.

While the discrepancies noted above cause a less optimistic interpretation of the consequences of the visit, it must be kept in mind that the amount of time spent in the institution was minimal. The clearest implication is that such visits should be done on a more extensive basis, either for longer periods of time — several days — or on a regular basis as made possible by the judges' scheduling. It would seem to be extremely important in terms of decreasing the disparity between staff, judges and inmates in ratings and would undoubtedly be a useful experience for the judges too. It would be desirable, in addition, to be able to evaluate the assessment and impression of the facility over a longer time period thus providing information about other aspects of the consequences of familiarization with the facilities via a visit or other means. While many practical problems exist with respect to implementation of such a procedure, the general implication is that even as minimal a visit as the one conducted here has the potential for providing important positive consequences for the judges as well as the entire corrections system.

THE DALLAS S.C.I. VISIT

The conference visit to Dallas took place January 14, 1972. Forty-four Judges made this visit. Data results from the questionnaire and recordings from the Dallas visitation indicated that, in general, all of the Judges concurred that the existing physical living conditions at the institution were adequate. 15% felt that improvements could be made in the area of recreation, education and vocational facilities. Eight percent (8%) felt the existing facilities were not utilized enough, although they were adequate. 46% felt that the physical plant aided the goals of corrections, while only 8% felt that the physical plant impeded attainment of the goals. The balance had no comment on this question.

Based on the Judges' discussion with institutional staff and residents, 30% felt that the existing treatment, educational and vocational services at Dallas were inadequate to meet the needs of its residents. A larger percentage (40%) felt that the institutional treatment program was adequate, but that again, as noted above, the vocational and educational programs were in dire need of improvement, particularly with regard to opportunities for higher education and a wider variety of training. 25% felt that all educational, vocational and treatment services were completely adequate; 5% had no comment.

48% of the Judges felt that the residents they met with were representative of the total institutional population and accurately reflected inmate concerns and positions. 26% had no opinion on this issue. When asked to assess their discussions with residents and staff, the priority areas of inmates for change, 69% felt that the priority area was development of rehabilitation services. This was taken to include, not only treatment and diagnostic services, but also educational and vocational training. In addition, 62% felt that priority areas of residents was additional standardization of criteria for furlough and pre-release status. (Also the priority area of residents).

Several issues, including better preparation for parole, additional privileges, additional procedures for dispensing

of privileges and up-grading of facilities, such as libraries and living conditions were noted by nearly 30% of the Judges.

Regarding the Judges' opinion on recently emerging offender rights, minimum wage, access to press, legal counsel before security or living situation is altered, etc., 25% felt that all rights should be granted including legal counsel, but that access to the press and minimum wage should not be permitted; 25% felt that none of the emerging constitutional rights of offenders should be granted while incarcerated and the balance (25%) had no position with regard to this issue. 15% felt that granting of these rights would ultimately aid the process of corrections and the task of prison administration; however, 17% felt that it would hinder same. Significantly, the majority of the Judges (58%) had no position on this issue, although a large portion did indicate that the granting of such rights should be determined by the prison administration.

Regarding the Judges' impression of the adequacy of residents' legal rights at Dallas and/or other facilities of the Bureau of Corrections, 27% felt that services were inadequate and needed expansion and improvement; however, 42% felt that services were sufficiently adequate. Only 8% felt that the existing legal rights at Dallas were implemented on a too liberal basis. Several Judges noted that while legal services for State inmates were adequate that services for Federal prisoners were inadequate.

When asked to describe the general philosophy of sentencing with regard to punishment, rehabilitation and treatment, a majority (46%) of the Jurists felt that sentencing had a triple purpose, including the goals of punishment, rehabilitation and treatment. 27% felt that sentencing was for purposes of punishment or protection of the community only; however, 23% felt the sentencing was solely a means for rehabilitation and/or treatment.

15% of the Judges felt strongly that punishment is a deterrent to crime and that rehabilitation and treatment programs have little or no effect on the offender. In addition, 19% felt that severe punishment should be given to the recidivist, particularly those offenders who repeat sexual offenses. 23% felt that rehabilitation programs are an effective means of (vs. punishment) protecting the community from future criminal activity. 23% felt that sentencing should be highly individualized and determined by the situation of the crime and circumstances of the individual and individual needs of the person convicted. 27% felt that a short minimum sentence and long maximum sentences were helpful in evaluation toward release and would be most conducive to carrying out a flexible rehabilitation program. Only 19% felt that all offenders should serve at least their minimum sentence before being considered for pre-release status.

38% of the judges felt that their intentions in sentencing were not being carried out by the facilities of the Bureau of Corrections due to primarily their opinion that rehabilitation program as existing, were inadequate. 8% felt that their intentions were generally being carried out, but their specific recommendations regarding rehabilitation were largely ignored. 31% felt that their intentions were being adequately or completely carried out. 23% had no comment on this issue.

The Judges from their discussions with Correctional officers identified the following areas as problematic (for correctional officers) in their role in delivering services:

Communication - 35%

Training - 35%

38% either felt there was no problematic areas or had no opinion on this question. The communication problems identified were at all levels, including between correctional officers, and treatment staff, inmates and administration.

Regarding the Judges' opinion about institutional furlough programs, Community Treatment Centers and Regional prisons, 23% completely agreed with furlough programs, while 50% agreed with reservation. The balance of the Judges were distributed evenly (4% in each category) between neutrality, serious reservation, complete disagreement and lack of clarity as to meaning and implication of the program.

Regarding Community Treatment Centers, 19% completely agreed with the programs, while 27% agreed with some reservation. 19% were neutral regarding the program; 12% had serious reservation with the program and 8% were unclear as to the meaning and implications of the program.

In summary, 46% were completely agreed or agreed with minor reservations regarding Community Treatment Centers and significantly not a single Judge completely disagreed with the concept of the program.

Regarding the same question in relation to the proposed Regional prison, 54% expressed complete agreement with implementation of this concept, while only 23% had agreed with some reservation. 23% remained neutral and none had serious reservations, complete disagreement or lack of clarity as to the meaning and implication of the proposed facilities.

THE MUNCY S.C.I. VISIT

This visitation was conducted on June 2, 1972 and was attended by a significantly larger number of judges (53) than any previous visit. Due to the different nature, both physically and population-wise, of the Muncy facility, many of the opinions and impressions collected are not immediately comparable to those expressed about the other State Correctional Institutions visited. They can, however, be taken as a valid indicator of judicial thinking with regard to the type of future facilities which might be planned or developed by the Bureau of Correction, including regional facilities.

In evaluating physical plant adequacy, 74% of those responding rated it as either excellent, very good, or good. 26% rated the facility adequate. Additionally, however, 23% felt that either recreation, library, or fire prevention capacities could be upgraded.

The visiting judges' perception of the advantages and disadvantages of Muncy's Cottage system (versus cell block) in enhancing treatment and rehabilitation revealed that 87% felt that the system does enhance the rehabilitation effort. Included in this group are 10% who, while agreeing that the cottage system enhances rehabilitation, note that there are disadvantages with regard to cost, security and supervision of deviant behavior. Only 10% felt that such facility design was appropriate for women only and the balance (3%) saw no difference (advantages or disadvantages) between cottages and cell blocks.

Regarding the judges' opinion on the applicability of the cottage design concept to small population, minimal risk male offenders serving 5 years or less (such as those to be served by the planned regional facilities), 84% agreed to its appropriateness and applicability. Thirteen per cent (13%) disagreed and 3% had no opinion. 52% of the judges felt

that there was a variation in administrative regulations governing the variety of inmate rights and privileges at Muncy as compared to the other State Correctional Institutions they visited. All 52% noted the variation in the direction of more flexibility, liberalness, and less restriction. 13% felt there was no difference. None felt they were more restrictive and 35% had no basis for valid comparison.

When asked if the variety of programs offered at Muncy were available in sufficient quantity and quality to be significantly meaningful in the delivery of correctional services, 84% felt that they were not. Particularly noted as needing improvement was the vocational training area. 16% felt services as existent at the time of the visit were adequate.

The judges' assessment of the residents' priorities for change at Muncy and in the Pennsylvania Correctional system was that vocational training was rated as the first priority for change (84%). 10% did not perceive any particular priority on the part of the residents. Additionally, 68% also rated the need for improvement of counseling services. 55% noted the need for improvement of educational services. Included in the above are 16% who felt that all services were inadequate and required improvement. Aside from these which are included above are 6% who felt that there was upgrading needed in either food service, general living conditions, administrative procedures, or job counseling.

The judges, from their discussions with matrons, assessed the following areas as problematic in their role in delivering services:

Training - 26%

Communication - 6%

Six percent (6%) also felt that there was no particular priority of problems or issues which the matrons presented as far as their delivering services. However, 61% noted that they did not have sufficient opportunity for discussion with matrons to state their opinion. There should be noted here that as compared to other institutions visited, communication at all levels is significantly better at Muncy than any other institution visited.

When asked to note their opinion regarding institutional furlough programs, Community Treatment Centers and Regional prisons, the following responses were indicated: 26% completely agreed with institutional furlough; 45% agreed with reservation; 6% were neutral; and 16% had serious reservations. None completely disagreed or noted that they were unclear as to the meaning and implication of the program. This is a particular change to note as the visits progressed that the understanding on the part of the judiciary with regard to Bureau of Correction programs from the institutional basis was becoming clearer. With regard to Community Treatment Centers, 26% completely agreed with the program; 39% agreed with reservations, 13% were neutral, and an additional 13% had serious reservations. None completely disagreed and only 6% were unclear as to the meaning and implication of the Community Treatment Center programs.

Regarding Regional prisons, again, as in other visits, there was considerable support; 61% completely agreed with the implementation of the concept, 13% agreed with some reservations, 13% were neutral, and 3% had serious reservations. None completely disagreed and only 3% were unclear as to the meaning and implication of the planned regional prisons.

The variety of reasons given for those who either agreed with reservation, were uncertain, or neutral, had serious reservations, disagreed completely, or were unclear to the meaning and implication, primarily fell in the areas of a) need for standardization and improvement in selection procedures, b) some felt it was simply too liberal and not in line with the purpose of corrections, c) some felt that more appropriate training of staff personnel and more appropriate locations should be made, d) some felt that such programs should have the approval of the Court before implementation.

When asked about the potential solutions for the variety of reservations noted, the primary suggestions offered were: a) standardization of furlough procedures and necessity for court approval (19%); and b) suggestion for increase in the amount of communication from the Bureau of Correction to the judiciary (16%), so that programs could be better understood and accepted. Again, several felt that better training of Community Treatment Center counselors and better home investigations for out-resident statuses were needed.

The judges' perception with regard to in-service training priority for Bureau of Correction personnel is as follows: dynamics of Human Behavior (61%); Relationships and communication skills (35%); and the Security and self defense (19%). 29% had no opinion on these priorities. On the above training issue, each Judge was requested to list a range of areas in priority sequence thus accounting for the variance in percentages.

The judges visiting Muncy felt that with regard to use of private sector resources, such as Consultants, Universities, research firms, and private industry, that the capacity for purchase of service arrangements should be a) increased (45%), b) agreed to increase, but with reservation, c) dealing with private sector should be arranged (16%), and 23% were neutral or had no opinion.

The judges were asked their opinion on a series of issues at the end of the Muncy questionnaire. The first issue asked if they would support or oppose a residential and day care center at Muncy for children of residents, which would include a training component for residents (working in day care centers). 45% supported the concept, 29% opposed the concept, and 26% were neutral or uncertain.

When asked if legislation should be implemented to require judges to visit State Correctional Institutions on a regular basis, 35% supported the concept, 42% opposed the concept, and 23% were uncertain or neutral.

When asked if all juveniles should be transferred to the jurisdiction of the Department of Welfare (male and female), only 19% supported the concept, 52% opposed it, and 29% were unclear or neutral.

Regarding their opinion on "co-ed" regional prisons and Community Treatment Centers, 19% supported the concept, 45% opposed the concept, and 36% were uncertain or neutral.

When asked if the Bureau of Probation and Parole should be combined with the Bureau of Correction to create a continuous flow of services and prevent duplicity, 48% supported such a plan, 39% opposed it, and 12% were uncertain or neutral.

However, with regard to the recommendation to legislate the Bureau of Corrections to a cabinet level (Secretary) position as recommended by the 1968 Legislative Task Force on Corrections, 61% supported the recommendation, 16% opposed it, and 23% were uncertain or neutral.

The judges who visited Muncy suggested that the visitation program could be improved by more frequent visits

and more opportunity for speaking with staff and inmates (26%). Several felt that visits should be mandatory, that Community Treatment Centers, Federal prisons and County prisons ought to be included in the program and that defined objectives should be built into the visits, including more definitive statements regarding the roles of the Court, prison administration and Bureau of Parole with regard to pre-release and furlough.

THE HUNTINGDON S.C.I. VISIT

On October 13, 1972 Pennsylvania County Judges visited and reviewed the physical, personnel and program components of Huntingdon State Correctional Institution. Based on the statistical data of the questionnaire as well as the tape recorded information collected during the entire day visit the following information and interpretation of the material is available:

The Judges consensus of opinion of the adequacy of the physical living conditions: 46% of the fifteen (15) participants felt the overall living conditions related to sleeping, dining, recreation, were excellent.

An equal amount (46%) indicated in reporting their responses that the physical conditions offered in behalf of the inmates were adequate with minor improvements.

The remaining portion of the Judges (8%) saw the living conditions as being good while none indicated the standards as being poor.

In general it appears the large majority of the individuals who responded felt the physical standards established by the facility were at least adequate or better at Huntingdon.

Another area of examination was the question of cottage programs for a limited portion of the population who were considered minimal risk male offenders serving five (5) years or less who will be served in the planned regional correctional facilities.

Of the fifteen (15) respondents to this question 53% answered positively indicating their approval of the cottage concept. They felt the program concept of a cottage environment was applicable and should be implemented. However 33% acknowledged that the cottage concept was a workable one but should vary according to prison environments.

A smaller portion of the Judges, 7% who replied indicated negatively regarding the feasibility of the concept while an equal amount 7% responded that they were unfamiliar with the concept of a cottage program in a regional correctional facility.

An inquiry regarding the identity of variations in administrative regulations which govern inmates rights and privileges in Huntingdon compared to other State Correctional Facilities serving only male offenders yielded the following results.

There appeared to be an even distribution of responses to this question in that 20% of the respondents felt there were variations in administrative regulations at Huntingdon S.C.I. as opposed to other facilities. However 13% also answered yes to the question but with reservations regarding the extent of variation in regulations. Another 20% who replied felt there were no notable variations in regulations of this facility compared to others.

The majority of the Judges answering this question i.e. 28% also felt there were no variations but added reservations which diluted their responses. Nineteen (19% per cent) were unable to answer the question because they were not entirely knowledgeable of the regulations or Muncy had been the only other facility they had visited.

Question #4

The question deals the qualitative and quantitative availability of programs for institutional administrative and treatment staff officers and inmates and the role the programs play in the delivery of correctional services, in the following area.

I. Educational

In this category 14% of the Judges felt the educational programs were good but more emphasis should be placed on college level academic opportunities for the correctional personnel as well as the inmates.

The education program was seen as adequate with minor changes by 33% of the respondents most of whom felt the in-service training programs for personnel and inmates needed reinforcement.

7% of the Judges viewed the overall educational program at Huntingdon as poor in regard to availability of programs and the extended period of time inmates had to wait before entering educational programs.

Seven of the respondents had no opinion however their related comments regarding the educational programs indicated that funding was an important ingredient in the development and expansion of educational resources. Some also felt the vocational educational curriculum should reflect the job opportunities in the community.

II. Counselling

In commenting on this area of programming within the facility 14% of the Judges felt the caseloads of counsellors was too high and the pressures placed upon them in the pre-release furlough and Community Treatment programs was unwarranted.

20% of the Judges saw the area of counselling as adequate with minor changes but the comments did not reflect the nature of the changes.

The quality of the counselling was seen as adequate but 7% felt the quantity was below average.

No opinion was expressed by 52% of the individuals who visited Huntingdon but the comments of these Judges strongly suggested that increased funding in this category would improve its effectiveness.

III. Furlough

Generally 14% felt that furloughs and the decision making process leading to their disposition was the responsibility of the Judges and not the personnel of correctional facilities. However 20% saw the furlough program as it currently exists as being adequate but comments strongly indicated adequate progress of the inmate should be achieved as a determinant of eligibility.

Based on their discussions with inmates 7% of the Judges felt the furlough program to be poor primarily because of the complaints of inmates regarding the involved process of meeting the criteria for eligibility.

In their related comments 49% of the respondents indicated that funding, personnel, and public acceptance were

cardinal factors related to the success of a furlough program. A very small portion of the group, 10% had no opinion regarding the significance of the program in the delivery of the correctional services.

IV. Vocational and In Service Training

This category appeared to derive more response than the other categories in the question in that 14% of the Judges identified the vocational and in-service training programs as good and felt both programs should be expanded with added inducements to attract the population to advantageously utilize them.

The development of programs in this area leading to definite and concrete improvement in the trades skills and acceptance of inmates in the trade unions following release was viewed by 20% of the Judges as a means of stabilizing inmates returning to society.

However 33% felt the vocational training and in-service programs were insufficient and inadequate citing the need for expansion, the elimination of long waiting lists and the application of the minimum wage scale as criteria for improvement.

The remainder of the group i.e. 33% saw insufficient funds for equipment and personnel, as well as the insignificant types of skills taught as areas of consideration which must be reconciled if improvement in this area of programming is to become a reality.

V. Community Treatment

The program of Community Treatment was considered good by 14% of the respondents with comments indicating the latitude of decision making in this area be returned to the Judges.

Some of the Judges 13% felt they did not have an adequate amount of time to develop any in-depth understanding of the feelings of the inmates and personnel during the visit.

Based on discussions with inmates 7% of the respondents replied that the major complaint regarding this program was the long waiting list which existed in being considered for placement.

No opinion was the response of 52% of the group and the comments were rather ambiguous in their nature.

Question #5

The fifth question addressed in this section of the report related to the Judges assessment derived from inmate group discussions to be the inmates priorities for change at Huntingdon and in the Pennsylvania Correctional system.

Money for capital improvements and renovation of the physical plant were considered by 8% as important factors contributing to the resolution of problems verbalized by the inmates. Increased awareness of Judges of uniformity in sentencing and objective sentence review were areas reported by 19% of the respondents as expressed by the inmate groups. Improved communications between persons and staff and a change in custodial attitudes toward prisoners i.e.; less punitive, was seen by 16% of the Judges as necessary. An increase in the number of quality of the counseling staff and establishment of meaningful drug programs were considered by 12% as making a significant change in the correctional system.

The development and improvement of existing vocational training programs was considered by 15% of the Judges as being meaningful innovations in the priorities of the inmates. Improved and more sophisticated use of the furlough and pre-release programs had the highest priority as evidenced by 19% of the responses.

Group inmate discussions as assessed by the Judges indicated that 7% were in favor of enlarged para-professional and legal aid clinics and 4% viewed an evaluation of the socio-economic evaluation of crime as priorities for change at Huntingdon and the Pennsylvania Correctional System.

Question #6

In discussing with correctional officers the problems related to their role in the correctional system, the participating judges seemed to express a high degree of understanding for the difficult position the officers are asked to fill. In suggesting resolutions, 53.3% identified continued training of staff as crucial to successful programming. Several judges suggested that the "gap" between treatment staffs and the expressed goals of the Bureau on one hand and the security staff on the other hand could best be budgeted by an intensive and on-going program of staff training.

Several judges identified communication between administration and staff as problem area. In identifying this problem, 40% of the judges suggested that this area deserved priority attention. Some remarked that Huntingdon appeared to have a high degree of communication between treatment staff, officers, and residents and that efforts must be made in establishing open communication, particularly between administration and officers.

More than one-fourth of the participating judges (26.7%) remarked that there was need for increased communication with the residents. Two specific areas addressed were informal communication between the residents and the line officers, and communicators focused at the prevention of potential conflict areas.

Twenty per cent identified various problem areas associated with implementing a treatment oriented philosophy, particularly the difficulties in conveying to line officers the rationale for this Bureau philosophy and specific job implications for them. These suggestions were highly correlated with recommendations to continued staff training.

The working conditions of staff, specifically the physical plant and restricted funding levels, were identified by 20% of the judges as having definite import.

Only one judge stated that the "abolition of capital punishment" posed another problem area for officers.

Question #7

An inquiry in the questionnaire to the Judges included their opinion of institutional furloughs, Community Treatment Centers, and regional prisons which could range from agree to unclear as to the meaning and complications of each or all of the concepts.

47% of the Judges completely agreed that the institutional furlough program was adequate. An additional 47% agreed with reservation that the same program was in line with the concept of treating the offender in the community. Only 6% were neutral or uncertain. Those who agreed with reservation or were uncertain noted their reasons as the need for more individual consideration by sentencing Judges and that the furlough program can only be as effective as the staff which implements it.

In regard to Community Treatment Centers 40% were in complete agreement while 47% agreed with reservation.

THE STATE-WIDE SURVEY

I. Nature and Purpose of the Survey Questionnaire

Between October 1971 and February 1973, the Pennsylvania Conference of Trial Judges sponsored a series of visits by trial judges to various State Correctional Institutions. One hundred twenty-four (124) different trial judges of the two hundred sixty (260) judges in the Commonwealth, representing 47.7 per cent of the total, participated in the visit program. These one hundred twenty-four (124) judges made a total of two hundred eleven (211) visits.

In addition, eighty-four (84) other court related personnel made ninety-four (94) visits under this program. These persons are not included in this study.

The survey was initially conceived as a means of evaluating these visits as perceived by the participating judges. As the project was discussed with various officials of the Pennsylvania Conference of Trial Judges, it was suggested that the scope of the survey be broadened to include other areas of timely concern to the judiciary and/or the Bureau of Correction.

This unit, then, has three major sections, each based entirely on the responses of judges to the survey questionnaire, including some comments by the respondents.

The first section deals specifically with the demographic characteristics of the respondent judges, both those who participated in the SCI visits and those who did not. The purposes of these descriptions are both to demonstrate the extent to which the respondents are or are not representative of the entire body of trial judges in Pennsylvania and to describe as accurately as possible, some of the career characteristics of the Pennsylvania trial judges which may or may not be important in the interpretation of the opinion data.

The second focus of this unit examines the perceived effectiveness of the SCI visit program and also reports the suggestions of the respondents for similar programs in the future. An important component of this evaluation is the measure of perceived visit effectiveness by respondents with multiple visits as opposed to those with a single SCI visit.

The third section is a tabulation and interpretation of the respondent judges' opinions on current selected issues in corrections and the administration of justice. In addition to a compilation of opinions, an effort is made to relate these opinions to certain demographic characteristics. In some cases, null-hypotheses have been formulated and tested to validate or invalidate certain presumptions which might be held toward the judiciary.

II. Methodology

Survey questionnaires were mailed to the two hundred sixty (260) judges then sitting as trial judges in the Commonwealth. This did not include twenty-five (25) retired senior judges nor twenty-two (22) Orphans Court judges. Of the two hundred sixty (260) judges, two hundred fifty (250) were male and ten (10) were female. They presided in fifty-nine (59) judicial districts.

One hundred ten (110) judges responded to the mailed questionnaire representing a response rate of 42.3 per cent. Of the one hundred ten (110) respondents, seventy (70), or 63.6 per cent, had participated in the SCI visit program and forty (40), representing 36.4 per cent of the respondents, reported that they had not participated in the visit program.

The responses were then tabulated and correlated by items which the evaluators hypothesized to be significant.

III. The Respondents

A. Sex

All but one (1) of the one hundred ten (110) respondents were male. The number of female trial judges in Pennsylvania at the time was ten (10). Thus, females, who accounted for 3.8 per cent of the trial judges in the Commonwealth, accounted for only .9 per cent of the respondents. Because of the under-representation of female judges (only 10) and because this variable was not determined to be significant for purposes of this study, the remainder of the data is not broken down by sex.

B. By County

Analysis of the respondents by Class of county indicates that the number of respondents by Class is fairly consistent with the population of the Commonwealth by Class of county. Approximately one-third (1/3) of the respondents were from 1st, 2nd, or 2ndA Class counties, which counties account for about one-third (1/3) of the Commonwealth's population. Similar consistencies were indicated between respondents and population for 3rd and 4th Class counties and for counties of the 5th through 8th classes. In practical terms, this means that there are no apparent reasons to believe that the data collected by the survey and the opinions expressed on it are skewed toward either urban or rural population areas.

C. Age

The age distribution of the respondents appears to be representative with 48.2 per cent of all participants reporting ages between 45 years and 54 years. The remainder of the age distribution resembles a normal curve with a slight over-representation of judges 60 years of age and older among the respondents who participated in the visit program. Table 1 lists the age distribution of the respondents.

Table 1

		Ages of Respondents by Participation in SCI Visits							
		1	2	3	4	5	6	7	8
Participation in SCI Visits		Under 35	35-39	40-44	45-49	50-54	55-59	60-64	65 & over
1. Participants	70	2	0	7	16	19	6	10	10
2. Non-Participants	40	1	0	7	9	9	3	2	
Total	110	3	0	14	25	28	15	13	12
		(2.7%)	(0%)	(12.7%)	(22.7%)	(25.5%)	(13.6%)	(11.8%)	(10.9%)

D. Total Years on Bench

Table 2 indicates that more than 70 per cent of the respondents have served on the bench less than ten (10) years.

A comparison of the participants with the non-participants indicates that a slightly higher percentage of the participants (74.2%) had served less than ten (10) years than the non-participant respondents (67.5%). This does not

appear to be a significant difference and both groups can be considered to be "matched" in this area.

The fact that 44.5 per cent of the respondents had less than five (5) years experience on the bench and 27.3 per cent had from five (5) to nine (9) years of experience leads to some speculation. It could be inferred that judges with a single term are more able or more willing to participate in the SCI visit program. However, lacking any comparative data in this regard, the only thing which can really be inferred is that judges with less experience on the bench are more likely to answer mailed questionnaires.

Table 2

	Total Years on Bench					
	Participants		Non-Participants		Total Respondents	
Years on Bench	No.	%	No.	%	No.	%
Less than 5 years	33	47.1	16	40.0	49	44.5
5-9 years	19	27.1	11	27.5	30	27.3
10-14 years	5	7.1	7	17.5	12	10.9
15-19 years	11	15.7	5	12.5	16	14.5
20-24 years	1	1.4	1	2.5	2	1.8
25 years and more	1	1.4	—	—	1	.9
Totals	70		40		110	

E. Law Practice Prior to Judiciary

Table 3 lists the respondents by years of law practice prior to serving on the judiciary. This indicates a good deal of pre-judicial, legal experience with 89.9 per cent having ten (10) years of experience or more and 42.7 per cent having twenty (20) years or more of pre-judicial legal experience. In response to survey question #6, less than 20 per cent of the respondents reported that they were primarily engaged in the practice of criminal law prior.

Table 3

Years of Prior Law Practice	Years of Law Practice Prior to Becoming Judge			
	Total		SCI Participants	SCI Non-Participants
	No.	%		
Less than 5	4	3.6	3	1
5 - 9	7	6.5	3	4
10 - 14	27	24.5	14	13
15 - 19	25	22.7	13	12
20 - 24	25	22.7	21	4
25 and over	22	20.0	16	6
Total	110	100%	70	40

F. Summary

Respondents, both participants in the SCI visit program and non-participants, appear to be fairly representative in terms of age, locale, and years of pre-judiciary legal experience. The two groups appear "matched." A significant portion of the total group has had less than five (5) years judicial experience and a considerable percentage has had less than ten (10) years experience. Women are under-represented. In addition, about one-third (1/3) report that they held the positions of District Attorney or Assistant District Attorney prior to the judiciary.

IV. Perceived Effectiveness of SCI Visit Program

There were several obvious goals in instituting a program of judicial visits to the SCI's in the Commonwealth. The first was to familiarize the judiciary with the various programs and policies of the Pennsylvania Bureau of Correction. A second was to expose the judiciary to each of the institutions, including time for assessment of the physical plant, staff, resident population, and programs of each institution. It was hoped that such familiarization would lead to increased understanding of the Bureau's policies and that the visits would be an effective vehicle of communication between the judiciary and the personnel of the Bureau. It was expected that each would come to a better appreciation of the problem areas which the other encountered in attempting to carry out its respective mandate.

A further aim was to provide feedback, both "on the spot" and in written reports from the judiciary to the personnel of the various institutions. The evaluators were particularly interested in the effect these visits had on sentencing practices and on the impressions the judges had of the Bureau of Correction generally. Survey questions #18-28 deal specifically with the respondent judges' evaluations of the SCI visit program and their recommendations for future visits.

A. History and Frequency of Prior Judicial Visitations

Table 4 is a compilation of the number of judges who had participated in some sort of facility visit or conferences prior to or independent of the SCI visit program. Only seven (7) judges had not participated in any facility visit or judicial conference. The remaining one hundred and three (103) respondents report five hundred thirty (530) visits or conferences.

While there have been attempts in the past to provide judicial visits of correctional facilities and while several judges report either a personal policy or a Court policy of periodic visitations, the picture of judicial visitations other than those sponsored by this project is one which depicts a sizable number of judges who have never or infrequently visited certain types of correctional facilities. Obviously, many judges have not had the opportunity to participate in extensive visit programs.

Based on the judges' responses: eighteen (18) judges (16.4%) have never visited a County Prison; forty-four (44) judges (40%) have never gone to a sentencing institute and thirty-three (33) judges (30%) have never attended a judicial conference; thirty-five (35) judges (31.8%) have never visited a State Correctional Institution; eighty-five (85) judges (77.3%) have never visited a Community Treatment Center. While these figures presumably reflect both the lack of geographical opportunities and the relatively short period of time many of the respondents have served on the bench, they still indicate a need which has not been met in the Commonwealth. While there are obvious difficulties involved in having each judge in the Commonwealth periodically visit each type of institution, it appears that an expanded plan

of visitations would benefit both the judiciary and the various correctional facilities. With more and more public concern and interest being focussed on community oriented programs, it would appear that a program of visitations to County prisons, community treatment centers, and regional jails would be valuable.

Table 4

Total Visits to Non-SCI Program Institutions, etc.											
	Total	1	2	3	4	5	6	7	8	9	0
Participants	70	3	5	9	12	7	6	3	8	14	3
Non-Participants	40	3	3	10	6	4	2	3	1	4	4
Total	110	6	8	19	18	11	8	6	9	18	7
Total Visits	530	6	16	57	72	55	48	42	72	162	0

Table 5 is a listing of the SCI visits by respondent. It is noted that the two (2) visits which attracted the highest number of respondent participants were the Camp Hill SCI and the Muncy SCI. Whether this is because of the unique characteristics of the populations of these institutions or because of other variables (e.g., location, date of visit, etc.) cannot be determined.

Table 5

SCI Visits by Institution		
SCI	No.	%
Camp Hill SCI	48	27.9
Muncy SCI	34	19.8
Dallas SCI	22	12.8
15 Rockview SCI	19	11.0
Huntingdon SCI	18	10.5
Pittsburgh SCI	18	10.5
Graterford	13	7.6
Total	172	100.0

Of the forty (40) respondents who did not participate in the SCI visit program, 88 per cent reported that the visits conflicted with their Court schedule and 10 per cent reported that they simply preferred not to attend.

B. Evaluation of Visit Program Effectiveness

Survey questions #24, #26, #27, and #28 dealt with the respondents' evaluations of the visit program in terms of their own judicial roles.

Table 5 indicates the judges' responses to the statement that SCI visits are an important part of the professional development of the judiciary. Sixty-nine (69) of the participant respondents (98.5%) felt the visits were important and thirty-four (34) of the non-participant respondents (87.2%) felt similarly. Taken together, 94.5 per cent of the respondents agreed or agreed with reservations that such a visit program was worthwhile.

In evaluating the impact the SCI visits had on the sentencing procedures of the seventy (70) participant respondents, twenty-two (22) respondents (31.4%) reported they were of considerable value, forty-two (42) respondents (60%) reported they were of moderate value, four (4) respondents (5.7%) reported they were of little value, and two (2) respondents (2.9%) felt they were of no value.

Table 6

To What Extent do You Agree with the Statement that Visits to State Correctional Institutions are an Important Part of the Professional Development of the Judiciary?

	Participants		Non-Participants		Total	
	No.	%	No.	%	No.	%
1. Agree Completely	50	71.4	22	56.4	72	66.1
2. Agree with Reservations	19	27.1	12	30.8	31	28.4
3. Disagree with Reservations	—	—	4	10.3	4	3.7
4. Disagree completely	1	1.4	1	2.6	2	1.8
Total	70		39*		109*	

* — 1 - no response

A suggested area of follow-up in this regard is a study to determine in what way the visits had been valuable and what criteria the respondent judges used in determining their value. It could be of some benefit to include a study on the sentencing procedures of participant judges as part of a larger survey of sentencing practices throughout the Commonwealth.

Survey question #27 asked to what extent the SCI visits increase the participating judges' knowledge of SCI procedures. Thirty-four (34), or 48.6%, of the respondents felt there was considerable increase, thirty-two (32), or 45.7%, felt there was moderate increase, and three (3), or 4.3%, felt there was very little increase. One person did not respond.

In light of the central importance the judiciary plays in the criminal justice system, and because of their need to make informed decisions in sentencing, this increase in knowledge appears to be of value both to the judges and to the SCI's. It is noted that this question does not address itself to the judges' agreement with, opposition to, or feelings about SCI procedures; it merely reports the increase of knowledge.

Table 7

What effect did your participation in the Trial Judges visits have on your impressions of the programs and policies of the Bureau of Correction?

1. Visits reinforced previous positive impressions or changed impression from negative to positive	32	45.7%
2. Visits reinforced previous negative impressions or changed impressions from positive to negative	19	27.1%
3. No change in either positive or negative impressions	7	10%

4. Both positive and negative impressions were reinforced	2	2.9%
5. No response	10	14.3%

Question #28 attempted to measure changes in attitudes of the judges as a result of the SCI visits. Table 7 indicates the effect the participation in the visits had on the judges' impressions of the programs and policies of the Bureau of Correction.

While it is difficult to determine the specific criteria upon which participating judges based their responses to this question, it does appear that there was some "net gain" in the impressions of the judges toward the program and policies of the Bureau of Correction. As it becomes more evident that some problems in the criminal justice system can most effectively be dealt with through joint action of various segments, it would appear that positive impressions by those in one segment of the system are a desirable prerequisite for well planned joint action.

In summary, it would appear that the respondent judges who participated in the visit program feel that the program has helped their sentencing process, has increased their knowledge of the SCI's, and has tended to leave them with better impressions of the policies and programs of the Bureau of Correction than previously held.

C. Future SCI Visit Programs

Survey questions #21, #22, #23, and #25 explore the respondents' opinions on future judicial visit programs. More than half the respondents feel that they should be held without any other activity during the visit, with those who made the visits expressing this opinion to a much higher degree than the non-participants. It could be significant that 63 per cent of the participants desired visits without any other activity while only 35 per cent of the non-participant respondents expressed such an opinion. This could be a function of the program of visits already conducted and should be weighed in this way.

Another third of the respondents feel that they should be conducted in conjunction with sentencing institutes. Almost 80 per cent of the respondents feel that one day visits would be the most realistic. This would be assumed because of the hurried schedules of many of the judges and based upon the schedule used for this SCI visit program. It is noted with some interest that 10 per cent of the respondents expressed an opinion in favor of two-day visits. This might be valuable under some conditions and would merit further consideration by the Pennsylvania Conference and by the Bureau of Correction.

Survey question #23 examines the judges' opinions on the type of invitations to be extended in future SCI visit programs. Over half favored the present method, i.e., no geographic limitations. More than one-fourth (1/4) favored visits by judges from the same section of the state.

The responses to question #25 expresses the overwhelming opinion of judges that the visits be kept on a voluntary basis, as is presently the case. Eighty-eight (88) respondents (80%) felt visits should be voluntary, twenty (20), or 18%, felt the Supreme Court might mandate it, and two (2), or 2%, felt that legislation should require such visits. In light of the fact that so many of the non-participant judges reported they were unable to make visits because of Court business, it might be helpful if the judiciary, through its Conference and possibly with the help of the Supreme Court, designate certain days each quarter for various programs of training, including SCI visits.

In summary, the responses indicate that the judges are generally in agreement with the format used during this SCI visiting program period.

V. Current Issues Opinions

Questions #29 through #41, polled the judges on various areas of primary importance in current judicial and corrections practice in the Commonwealth. The intent was to provide as accurate a description as possible of judicial opinions from the unique vantage point they enjoy.

Table 8 indicates that almost 82 per cent of the responding judges support the current Bureau of Correction furlough program, while 17 per cent state that they oppose it. Of the respondents, 11 per cent reported strong support and 71 per cent reported support with reservations. While this could be interpreted as basic confidence in the program, an analysis of the "reservations" could provide a better indication of the specific extent of support for the program. It can be presumed on the basis of comments offered by respondents that the central "reservation" has to do with the role of the sentencing judge in the process of determining furlough eligibility. If the responses are being interpreted as a basic acceptance of the program, it appears that this provides added rationale for working toward resolutions of any problems which still might exist.

When polled as to their opinion regarding expansion of furlough and community treatment programs to those under life sentence, 42 per cent were in favor of such expansion while 55 per cent were opposed (Table 8). This table poses peculiar problems in interpretation. While it is clear that a majority of the respondents opposed such expansion, the most frequent response was "favor with reservations." In addition, the question asked the judges opinion on two separate programs which leads to a lack of clarity in interpreting the response. For instance, a judge could be in favor of furlough release for certain persons under life sentence, while seeing no reason for a community treatment program for the same person. The question is unclear and, therefore, the specific responses are open to a certain amount of confusion. What does appear to be clear is that judges take a somewhat different view of pre-release programs when they include persons under life sentence. This opinion could fairly be presumed to be one of the "reservations" expressed in Table 9, dealing with support for the furlough program.

Table 8

To what extent do you favor expanding the furlough and community treatment center program to include persons under life sentence?

	Total	%	Part.	Non-Part.
1. Strongly favor	4	3.6	1	3
2. Favor with reservations	42	38.3	26	16
3. Opposed	35	31.8	27	8
4. Strongly opposed	25	22.7	14	11
5. Other (specify)	3	2.7	1	2
6. No response	1	.9	1	—
Total	110	100%	70	40

Table 9
To what extent do you support the current Bureau of Corrections furlough program?

	Total	%	Part.	Non-Part.
1. Strongly support	12	10.9	5	7
2. Support with reservations	78	70.9	53	25
3. Opposed to program	11	10.0	8	3
4. Strongly opposed to program	8	7.3	3	5
5. Other (specify)	—	—	—	—
6. No Response	1	.9	1	—
Total	110	100%	70	40

When queried regarding their opinions on the need for the development of various additional alternatives, respondent judges indicated a high degree of interest in such alternative programs. Question #31 indicates that almost 70 per cent of the respondents favored a program of direct commitment to the planned State Regional Correctional Facilities (Table 10). Similarly, nearly 70 per cent of the respondents favored restructuring the sentencing code to allow the sentencing judge greater flexibility (Table 11). From the responses to Question #32, it is not clear what specific changes in the sentencing code are advocated by the judges. Because such a significant portion of them express the opinion that it should be changed, this appears to be an appropriate area for follow-up investigation.

Table 10
In the light of your Judicial experience, do you see the need for the development of additional alternatives such as:

Direct commitment to the planned State Regional Correctional facilities?

	Total	%	Part.	Non
1. Yes	75	68.2	52	23
2. No	30	27.3	15	15
3. No Response	5	4.5	3	2
Total	110	100%	70	40

Table 11
Restructuring of the sentencing code to allow the sentencing judge greater flexibility?

	Total	%	Part.	Non
1. Yes	76	69.1	51	25
2. No	29	26.4	17	12
3. No Response	5	4.5	2	3
Total	110	100%	70	40

Table 12 indicates that in response to Question #33, 36 per cent of the respondents favored abolishing the minimum sentence with 61 per cent opposed to such abolition.

More than half the respondents (56%) favored the development of positions in the Correctional system similar to advocates, ombudsmen, etc. (Table 13). The significant proportion of the respondent judges who favored such positions, seems to indicate a clear area for further investigation by the Bureau of Correction. Further, this seems to be a natural area of joint concern by the judiciary and the Bureau of Correction.

Table 12
Do you favor the abolition of the minimum sentence?

	Total	%	Part.	Non-Part.
1. Strongly favor abolition	13	11.8	7	6
2. Favor abolition with reservations	27	24.6	15	12
3. Oppose abolition	44	40.0	31	13
4. Strongly oppose abolition	23	20.9	14	9
5. Other (specify)	1	.9	1	—
6. No response	2	1.8	2	—
Total	110	100%	70	40

Table 13
Do you favor the use of advocates, ombudsmen or similar positions in the correctional system?

	Total	%	Total	%	Part.	Non-Part.
1. Strongly favor	13	11.8	62	56.3	7	6
2. Favor with reservations	49	44.5	—	—	31	18
3. Opposed	31	28.2	41	37.4	20	11
4. Strongly Opposed	10	9.2	—	—	8	2
5. Other	2	1.8	7	6.3	1	1
6. No Response	5	4.5	—	—	3	2
Total	110	100%	110	100%	70	40

Another area of joint interest based upon the data in Table 14 is the respondents favor for direct commitment to the Bureau of Corrections Community Treatment Centers. 60 per cent favor such commitments, while less than 40 per cent are not in favor.

Questions #36 and #37 relate to the Counties' handling of detentioners. Table 15 indicates that 46 per cent of the judges feel their counties have not given consideration to such plans, or, at least, have not developed concrete plans. 43 per cent report that their counties have developed plans or initiated programs. Table 16 indicates that 58 per cent of the respondents favor the counties continuing their present methods of handling detentioners or focussing more attention on them. 36 per cent favor some sort of state takeover. With more and more concern in the criminal justice field being

voiced regarding the status of detentioners, this again appears to be an area where joint action by the Bureau of Correction, the various counties, and the judiciary would serve to benefit each.

Table 14
Direct commitment to the Bureau of Corrections Community Treatment Centers?

	Total	%	Part.	Non-Part.
1. Yes	66	60.0	42	24
2. No	41	37.3	26	15
3. No Response	3	2.7	2	1
Total	110	100%	70	40

Table 15
ROLE OF COUNTY
To what extent has your court, the commissions or prison board, developed plans or programs for detentioners?

	Total	%	Total	%	Part.	Non-Part.
1. Have not given any consideration to such plans	23	20.9	—	—	14	9
2. Have considered plans/programs, but have not developed anything concrete	28	25.5	51	46.4	18	10
3. Have developed plans	15	13.6	—	—	10	5
4. Have initiated programs	33	30.0	48	43.6	19	14
5. No response	11	10.0	11	10.0	9	2
Total	110	100%	110	100%	70	40

Table 16
What do you think the role of the county should be with regard to detentioners when regional prisons are opened?

	Total	%	Total	%	Part.	Non-Part.
1. County should continue present methods of handling detentioners	36	32.7	—	—	25	11
2. County should focus more attention and effort on detentioner than at present	28	25.4	64	58.1	20	8
3. State should take over custody of detentioners	15	13.6	—	—	5	10
4. Jails should become state operated facilities	24	21.9	39	35.5	13	11
5. Other (specify)	1	.9	—	—	1	—
6. No response	6	5.5	7	6.4	6	—
Total	110	100%	110	100%	70	40

Questions #38 through #40 deal with the use of the presentence investigation. Table 17 indicates that 90 per cent of the respondents make use of the presentence investigation routinely or on a selective basis in felony cases. Table 18 however, shows a significant difference in misdemeanor cases, where only 62 per cent report using the presentence investigation on a routine or selective basis.

On the question of creating a cabinet level Department of Corrections, which would include the present field services of the Board of Probation and Parole, 47 per cent favored the proposal with a similar number opposed to it. (See Table 19.)

Table 17
USE OF PRE-SENTENCE INVESTIGATIONS
How frequently do you order your county probation office to conduct a pre-sentence investigation for felons?

	Total	%	Part.	Non-Part.
1. Order it in all cases of felony	51	46.4	33	18
2. Order it on a selective basis	48	43.6	30	18
3. Order it only in unusual situations	6	5.5	4	2
4. Rarely order it	3	2.7	1	2
5. Never order it	0	0	—	—
6. No Response	2	1.8	2	—
Total	110	100%	70	40

Table 18
How frequently do you order your county probation office to conduct a pre-sentence investigation on misdemeanors?

	Total	%	Total	%	Part.	Non-Part.
1. Order it in all cases of misdemeanor	16	14.5	—	—	8	8
2. Order it on a selective basis	52	47.4	68	61.9	41	11
3. Order it only in unusual situations	22	20.0	40	36.3	11	11

4. Rarely order it	14	12.7		7	7
5. Never order it	4	3.6		2	2
			2	1.8	
6. No response	2	1.8		1	1
Total	110	100%	110	100%	70

Table 19

The 1968 Task Force on Corrections recommend the creation of a cabinet level department of Corrections which would place the field service functions of the Board of Probation and Parole under the jurisdiction of the new department.

Do you favor the above recommendations?

	Total	%	Part.	Non-Part.
1. Yes	48	43.6	33	15
2. No	48	43.6	28	20
3. No Response	14	12.8	9	5
Total	110	100%	70	40

VISITATION REPORT RECOMMENDATIONS AND CONCLUSIONS

19

All of the conclusions and recommendations drawn from the previously presented data are also supported by the more than 60 hours of tapes from the visits. Conclusions are made on the basis of combined data from the judges questionnaires in addition to similar data collected from residents and staff of the various institutions. The recommendations should not be taken as "final solutions" by any means but rather as carrying the intent of moving toward reform and improvement in the area addressed. Neither are conclusions and recommendations intended to be critical of the present administration of the Bureau of Corrections or the judiciary. Both groups welcomed this study and were fully cooperative in implementing it at all stages. The Bureau of Corrections welcomed the opportunity to exchange with the Judges and "sell" their programs. As was noted, there was a progressive support of Bureau programs as the visitation program went along, particularly among those who made more than one visit. Each conclusion and recommendation is valid to the extent that objective data and subjective observation was combined and analyzed from a one day visit. Obviously the recommendations would carry more validity as the proportion of time spent at each institution increased. At this beginning point, however, a one day program was the only type feasible. Recommendations and conclusions are listed by the agency, organization and/or individual to whom they are primarily but not exclusively addressed.

THE GOVERNOR

1. The Governor is requested to review the visitation report and to communicate it to the agencies or bodies appropriate to the recommendation(s) with a request that the agency draw a feasibility plan and timetable for implementation of the recommendation(s).
2. Priority should be given to establishment and expanded use of the Governor's Council on Corrections as a communication vehicle for resolving procedural and legal issues arising from Bureau programs. The participation of the council should be expanded to include offenders and the resolutions of the committee should be widely publicized in the Criminal Justice field, including institutions.

THE JUDICIARY

1. The Supreme Court should designate a specific number of days throughout the year to be utilized for professional development and attendance by the Judiciary at training visitation programs, sentencing institutes and special topic area workshops, seminars and conferences. A task force of the Conference of State Trial Judges should recommend the most acceptable dates.
2. It is recommended that Standard 7.54 of the Court's Task Force Report NOT be adopted in Pennsylvania at this time. Professional development should remain voluntary at least until there is opportunity to test the effectiveness of programs and the level of attendance they generate after Judiciary recommendation number one is implemented. If the results of implementing recommendation number one are not satisfactory, then the Standard (7.54) should be fully implemented. The Standard reads:
"The failure of any judge, without good cause, to pursue educational programs as prescribed in this standard (7.5) should be considered by the judicial conduct commission as grounds for discipline or removal."
3. The existing correctional visitation program of the Pennsylvania Conference of State Trial Judges should be continued and expanded with adequate Governor's Justice Commission and legislative appropriation support for both state-wide programs and for regional programs on specialized subject matter. The Visitation program should include visits to Community Treatment Centers, Regional Prisons, Federal Prisons, and a variety of alternative community based programs.
4. Visitation programs to county jails should be encouraged by the Supreme Court of a Judicial District level.
5. It is recommended that Standard 7.56 of the Court's Task Force Report of the National Advisory Commission on Criminal Justice Standards and Goals be adopted. The Standard reads:
"Each State should adopt a program of sabbatical leave for the purpose of enabling judges to pursue studies and research relevant to their judicial duties."
6. The existing three day annual orientation program for new judges should be formalized in Pennsylvania and should be attended immediately before or after the judge first takes office. Attendance at National orientation programs should be encouraged upon implementation of recommendation number five.

7. It is recommended that a comprehensive plan of judicial orientation, sabbatical leave, continuing education and professional development be created with planning for adequate funding for appropriate program development and maintenance. The Plan should designate a central authority, such as a State judicial college to implement this plan and to implement jointly with the Pennsylvania Conference of State Trial Judges and the Supreme Court Administrator, all of the report recommendations pertaining to the judiciary.
8. It is recommended that Standard 7.55 of the Courts Task Force Report of the National Advisory Commission on Criminal Justice Standards and Goals be implemented fully in Pennsylvania. The Standard reads:
"Each State should publish periodically — and not less than quarterly — a newsletter with information from the Chief Justice, the Court Administrator, correctional authorities, and others. This should include articles of interest to judges, references to new literature in the judicial and correctional fields, and citations of important appellate and trial court decisions."

Implementation of this recommendation is crucial since change in substantive and procedural law comes so quickly, it is difficult for most trial judges to stay on top of the ever changing situation without an organized vehicle for doing so.

Bureau of Corrections

1. Priority should be given to upgrading the quality and quantity of Bureau Training programs in the areas of human behavior, social environment, sub-cultures and communications skills. There is a need to focus on the quality of communication between staff and administration; residents and staff; and administration and resident.
2. It is recommended that an Office of Resident Advocate be created and that such personnel be assigned to each Bureau program, including institution programs and community treatment. Such personnel would have intervention powers and be directly responsible to the Attorney General. Such an office would contribute significantly in facilitating lines of communication between residents and staff.
3. It is recommended that the research capacity of the Bureau be considerably upgraded and so designed and computerized so that it is directly useful in analysis for program planning on both the state and county levels.
4. Regularized communication, via a newsletter should be established with all trial judges. This vehicle should be utilized to report research; procedures and regulation changes; program clarification and introduction; and as a means of soliciting expanded input about upgrading the system from the Judiciary. If possible, implementation of this recommendation should be coordinated or joined with judiciary recommendation #8.
5. Priority should be given to the creation and upgrading of the quantity and quality of institutional recreational and basic educational opportunities. Expanded use should be made of existing recreational facilities.
6. Vocational educational opportunities should be expanded and made more realistic in line with existing community job opportunity areas. A master plan to implement this recommendation should be prepared and should consider the establishment of a residential vocational school to serve the Bureau population.
7. The minority staff recruitment program of the Bureau should be continued and supported.
8. Furlough and Work/Education release programs should be expanded with the exception of lifers. The refinement of criteria and procedure for these programs should continue to be developed with judicial input and with particular use of the Governor's Joint Council on the Criminal Justice System.
9. The Community Treatment Service of the Bureau should be expanded in conjunction with the cautions of recommendation number eight.
10. The length of time necessary for classification upon arrival at a diagnostic center should be reduced by one half.
11. The Regionalization concept of the Bureau of Corrections should be continued including the development of small regional prisons. Regional facilities should allow for direct commitment of offenders with more than a six month sentence. The small cottage style design should be the primary architectural mode of the facilities. Consideration should be given to modular design to allow later programatic flexibility. In preparation for regional facility development, planning consideration should be given to development of a community education plan about the facility and it's purpose; closer planning with the counties the facilities will serve to define their needs; and refinement of criteria and definition on the projected use of such facilities.
12. Priority should be given to the development of expanded use of purchase of service contracts with the private sector in the areas of research, training, resident education, institutional and aftercare programs. Particular emphasis should be placed on the development of additional program alternatives for sentencing.
13. Priority should be given to the development and implementation of a master strategy for intervention and treatment of offenders incarcerated for drug related offenses. The strategy should be developed jointly with the Governor's Council on Alcohol and Drug Abuse.
14. Emphasis and priority should be given by the Bureau and all concerned, including the judiciary, and the legislature, to a cooperative effort to research the feasibility of implementation of legislation altering the sentencing code to allow more equality of sentencing while retaining some flexibility for community program(s) participation.
15. The Bureau should examine the disparity of resident regulation enforcement between institutions with an eye toward standardization of the quality of enforcement through training.

THE GOVERNOR'S JUSTICE COMMISSION

1. It is recommended that the Governor's Justice Commission actively solicit a subgrant application for the funding and implementation of the recommendations of this report which will improve judicial education and contribute to correctional reform in Pennsylvania.
2. It is recommended that a subgrant application be solicited for a research study on the sentencing practices of Pennsylvania Jurists.
3. It is recommended that a subgrant application be solicited for the purpose of compiling a bench manual for distribution to Trial Judges which would fully describe the programs, policies and capabilities of each correctional institution in Pennsylvania. In addition the manual should list and describe all programs and facilities, public or private, which are available as sentencing alternatives. This would serve as one reference resource to the Sentencing Judge. The compilation of this manual should be coordinated through the Supreme Court administrator.

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4. Priority should be given to funding of subgrants which serve to increase and upgrade the quality and quantity of county probation office staffs to allow for expanded use of pre-sentence investigation and of probation as a sentencing alternative.
5. Priority should be given to research subgrants which will evaluate the demonstrated effectiveness of judicial training programs as well as the evaluation of other recommendations to be implemented from this report.
6. A research subgrant should be funded to study the effect and use of the minimum sentence in the rehabilitation process.
7. The Commission should continue to support the implementation of Judicial Visitation Programs as per the recommended design in this report.
8. The Commission should entertain a subgrant application for the development of a comprehensive plan for judicial professional development, continuing education and the implementation of such a plan including, the creation of a State Judicial college as described in judiciary recommendation #7.
9. A subgrant to determine the program feasibility of including offenders with a life sentence under furlough and Work/Education release programs should be funded. Additionally, through legislation or Supreme Court rule, such a program should be implemented on a limited, experimental basis, to test the effect of putting lifers in a position of equal opportunity for programs with other offenders.

THE PENNSYLVANIA LEGISLATURE

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1. Many of the deficiencies and consequent recommendations made by the visiting judges are directly linked to the unavailability of sufficient appropriations to begin and maintain the range of programs needed in the correctional system to provide a valid rehabilitative process. It is recommended that the full request of the Bureau of Corrections for appropriations be enacted in order to implement the recommendations of this report and to fund the implementation of other priorities identified and established by the Bureau.
2. It is recommended that the legislation and appropriations required be strengthen and implement other recommendations in this report, particularly those pertaining to the judiciary, be enacted.
3. It is recommended that priority consideration be given to legislation reorganizing the administration and delivery of correctional services in Pennsylvania including the creation of a cabinet level department and unification of all aftercare systems.
4. Legislation allowing for direct commitment to Regional Correctional facilities and to alternative community based programs be enacted.
5. It is recommended that local jurisdiction of county jails, multi-county jails, and detention centers be retained. However, consideration should be given to strengthening the State's role in the setting and enforcement of standards and goals for those facilities. Direct financial assistance from State appropriations should be available to counties in meeting standards and goals.

APPENDIX

Pennsylvania State Trial Judges Visitation Camp Hill, Pennsylvania October 25, 1971

It is not necessary to identify yourself, however, if you wish to do so, please feel free to sign your name above.

1. Previous visits to correctional institutions: Circle applicable items.
a. county b. state c. before becoming judge d. after becoming judge
2. Rate the following items on a scale of 1-10, with ten indicating the most favorable. In arriving at the number, consider each item in terms of its worth to the overall goals of criminal justice; i.e., protecting the public and correcting the offender. Keep in mind that perhaps more than 99 per cent of these offenders will sooner or later be released to the free community. In rating, evaluate each item in terms of the adequacy of that item in contributing to the individual's potential success in the open community after the prison experience.

_____Physical Plant	_____Civil Rights	_____Vocational Training
_____Dining Facilities	_____Mail Privileges	_____Medical Care
_____Living Quarters	_____Staff-Inmate Relations	_____Admission Procedures
_____Recreation	_____Work Program	_____Pre-Release
_____Classification	_____Basic Education	_____Human Rights
_____Visiting		
3. Of the above, did you feel any elements could be identified as being a hindrance (indignities, isolation, "dehumanizing" treatment, etc.) to the individual in his later adjustment to society when released? If so, circle the entire item.
4. If you are in agreement that more alternatives should be developed instead of incarceration, then your opinion is needed as to which direction . . . Indicate your choice from highest to lowest priority with number "1" for high priority.

_____small unit regional correctional institution
_____increased use of probation to halfway house
_____increased use of normal probation
_____increased use of parole to halfway house
_____increased use of normal parole
_____work furlough
_____educational furlough (academic — basic, high school, college)
_____vocational (skills) training furlough

5. To the best of your knowledge, do the vocational (skills) training offered prepare inmates for job demands in your particular county? Yes No
Should the state do more in offering such training or should it be a joint effort developed under contract with industry? Circle one. State Joint Effort
6. Your opinion is needed about the role our conference can assume in affecting change in the correctional phase of criminal justice. Of the following which two do you feel are of the highest priority? a. education, b. leadership, c. lobbying, d. issuing position statements, e. other — use reverse side of this sheet and identify as 6 (e.).
7. Please suggest methods for improving our judicial visitation program. Circle most applicable item.

More	Less	Time for Orientation
More	Less	Time for the Guided Tour
More	Less	Time with Staff of the Institution
More	Less	Time with Inmate Groups
More	Less	Time with State and Regional Corrections Staff
More	Less	Time with Probation and Parole Staff
More	Less	General Meeting time for comments, suggestions.
Please!!!!		Additional Comments Welcome on Reverse Side

State Conference of Trial Judges Dallas S.C.I. Visit - January 14, 1972 INMATE QUESTIONNAIRE

1. What is your assessment of the physical living conditions (sleeping, dining, recreation) at Dallas? How do they aid or impede goals of your rehabilitation? 22
2. In your opinion do the judges who participated in your discussion group now have a better understanding of living conditions and the effectiveness (or lack of) of incarceration?
3. What is your assessment of the adequacy of medical services at Dallas? Please comment.
4. What is your assessment of the adequacy, availability, opportunity, staff and/or motivation for programs? Please comment.
Counseling:
Education:
Vocational Training:
5. What are your priorities for change (if any) in the prison system? e.g. living conditions; rehabilitation and treatment programs; legal aides; mail and visiting privileges; furlough, community treatment and/or parole release procedures.
6. Do you feel the humane philosophy expressed by officials by this facility is carried out by staff including correctional officers? If not, why not?
7. Do you feel the judge's visits improve the understanding of problems involved in rehabilitation efforts? Should such visits be required by law? If so, how frequently?
8. Did you feel the inmates comprising your discussion group were representative of the variety of viewpoints which are expressed in the general population? Were these viewpoints accurately and/or directly expressed?
9. What is your opinion of the effect (if any) that the Judge's visits have on prison officials?
10. What is your main complaint(s) (if any) about Judges? Their visitation? About Dallas S.C.I.? Be specific.
11. General suggestions about future Judges' visits to prisons. Be Specific.

State Conference of Trial Judges State Correctional Institution at Muncy Visit Evaluation

Instructions

This evaluation form is to be used by association members who visit Muncy SCI on June 2, 1972. DO NOT complete the form until the visit is over. The form is provided now so you may keep these areas in mind during your tour. The compiled results of this and other visit evaluations will be distributed to association members later this year. Judiciary are not required to identify themselves on this form unless they desire to do so. All non-judiciary personnel completing this should identify themselves, at least by type of work, e.g. parole officer, etc.

All completed evaluation forms should be mailed to:

Judge Richard P. Conaboy
Chairman, Corrections Committee
Pennsylvania Conference of Trial Judges
Lackawanna County Court House
Scranton, Pa. 18503
or
Mr. James F. Mellody, Director
Center for the Study of Crime Prevention
and Treatment
Marywood College
Scranton, Pa. 18509

1. What is your assessment of the adequacy of physical living conditions (sleeping, dining, recreation) in your tour area?
2. What advantages or disadvantages do you perceive in Muncy's cottage system (versus cellblocks in the other six S.C.I.'s) for treatment and rehabilitation?
3. Do you see the cottage treatment and living concept as applicable for the small population, minimal risk, male offenders serving 5 years or less who will be served by the planned Regional Correctional facilities?
4. Do you recognize any variation in administrative regulations governing the wide variety of inmate rights and privileges at Muncy as compared to other SCI's you have visited and which serve only male offenders? If you have not visited another S.C.I. in the past 12 months, please note this.
5. Based on your discussions and the presentations by institutional administrative and treatment staff, matrons and inmates, do you conclude that programs such as counseling, education, furlough, vocational training, in-service training, community treatment and furlough, are available in sufficient quantity and quality to be significantly meaningful in the delivery of correctional services? Comment specifically with regard to any program(s).
6. What do you assess, from inmate group discussion to be their priority areas for change at Muncy and in the Pennsylvania Correctional system? List in order of priority.
7. From your discussions with matrons, what areas do you assess as problematic in their role in delivering services? (e.g. level of training, communication to and/or from inmates and/or administration; working conditions; understanding or implementing the "Treatment Oriented Philosophy" of the Bureau; etc.) Comment specifically with suggestions for resolution.

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8. A) In line with the concept of treating the offender in the community and development of small Regional Correctional facilities, please express your opinion of each of the following listed programs by checking () one category in each column.

Institutional Furlough	Community Treatment Centers	Regional Prisons
---------------------------	-----------------------------------	---------------------

1. Completely agree
2. Agree with Reservation
3. Uncertain - Neutral
4. Serious Reservations
5. Disagree Completely
6. Unclear as to meaning and implications

- B) If any of your checks fall in lines 2 through 6, please note your reason for or area of reservation, disagreement or lack of clarity.

- C) Specifically list suggested solutions which the Bureau of Corrections can implement to resolve your concerns listed in part B above.

9. What areas for in-service training do you see as priority ones for Bureau personnel? e.g. 1) dynamics of human behavior; 2) security-self defense; 3) relationship and communication skills; etc. Be specific.
10. Should more use be made of private sector resources such as consultants, universities, research and private industry or should this capacity be expanded within the Bureau or eliminated?

11. Would you support or oppose the following: (Check () the appropriate column)

- A) Residential and day are center at Muncy for children of inmates to include a training component for inmates to be trained in running centers.
- B) Legislation requiring Judges to visit S.C.I.'s on a regular basis.
- C) Transfer of all juveniles to the Department of Welfare, (male and female):
- D) "Co-ed" Regional Prisons and Community Treatment Centers.
- E) Inclusion of the Parole Board under Corrections to create a continuum of services and prevent duplicity of services.
- F) Make corrections a cabinet level (Secretary) Position as recommended by the Legislative Task-force on corrections.

Support	Oppose	Uncertain
---------	--------	-----------

12. Please add your comments and suggestions for future visits and programs or topics you would like to observe, discuss or see explored.

Survey of Pennsylvania State Conference of Trial Judges

Frequently members of the judiciary have expressed opinions on various aspects of Criminal Justice. No systematic approach to these various questions has been attempted, however, so that only isolated opinions are available. In an attempt to determine judicial thinking on matters of importance, we are asking that you list below any areas of concern which you feel would be the proper subject of a questionnaire to be distributed to all trial judges. List as many subjects as you wish. When all the responses have been received, those questions which are raised frequently will be incorporated into a questionnaire. Thank you for your cooperation in the completion of this questionnaire and for any suggestions you may offer.

Return within 5 days to:

Judges Project - Center for the Study of Crime Prevention and Treatment
Marywood College School of Social Work
2300 Adams Avenue
Scranton, Pennsylvania 18509

1. CLASS OF COUNTY _____

2. AGE

- | | |
|-------------------|---------|
| 1. Under 35 years | _____ 1 |
| 2. 35-39 | _____ 2 |
| 3. 40-44 | _____ 3 |
| 4. 45-49 | _____ 4 |
| 5. 50-54 | _____ 5 |
| 6. 55-59 | _____ 6 |
| 7. 60-64 | _____ 7 |
| 8. 65 & over | _____ 8 |

3. SEX: 1. Male _____
2. Female _____

4. Total Years Served on Bench:

- | | |
|----------------------|--------------------|
| 1. Less than 5 _____ | 4. 15-19 _____ |
| 2. 5-9 years _____ | 5. 20-24 _____ |
| 3. 10-14 years _____ | 6. 25 & over _____ |

5. Number of Years You Practiced Law

- | | |
|----------------------|--------------------|
| 1. Less than 5 _____ | 4. 15-19 _____ |
| 2. 5-9 _____ | 5. 20-24 _____ |
| 3. 10-14 _____ | 6. 25 & over _____ |

6. Prior to Elevation to the Bench, Were you Primarily Engaged in the Practice of Criminal Law.

1. Yes _____
2. No _____

7. Which of the Following Public Positions have You Held? Check all Applicable Positions.

- | | |
|---|-------|
| 1. Dist. Atty. or Asst. D.A. | _____ |
| 2. Elective Municipal Office | _____ |
| 3. Elective County Office (other than D.A. or Asst. D.A.) | _____ |
| 4. Appointive, Salaried Public Office | _____ |
| 5. Other (specify) _____ | _____ |
| 6. Held no public position | _____ |

Since Becoming a Judge How Frequently Have You Visited the Following? Check All Appropriate Columns. Exclude visits made under Judges' Visit Program.

	1	2	3	4
			2-5	
		A	A	Times
	Never	Year	Year	Year

7. County jails
8. Sentencing Institutes
9. Federal Correctional Facilities
10. State Correctional Institutions
11. State Community Treatment Centers
12. Greensburg Regional Prison
13. Probation/Parole Board Community Based Centers
14. Other Rehabilitation Treatment Programs
15. Judicial/Criminal Justice Conferences, etc.
16. Other (specify) _____
17. Total Above Institutions, Visited _____
18. Which of the state correctional institutions did you visit as part of the 1971-73 program sponsored by the Pa. Conference of State Trial Judges?

Check all appropriate items.

- | | |
|--------------------|-------|
| 1. Graterford SCI | _____ |
| 2. Camp Hill SCI | _____ |
| 3. Pittsburgh SCI | _____ |
| 4. Dallas SCI | _____ |
| 5. Monsey SCI | _____ |
| 6. Huntingdon SCI | _____ |
| 7. Rockview SCI | _____ |
| 8. None of the SCI | _____ |

19. Total SCI visited 1971-73 under sponsorship of Pa. Conference of State Trial Judges _____

20. IF YOU DID NOT PARTICIPATE IN THE 1971-73 TRIAL JUDGES VISITS TO SCI, CHECK THE SINGLE MOST IMPORTANT REASON FOR NOT PARTICIPATING.

- | | |
|---|-------|
| 1. Not applicable | _____ |
| 2. Conflict with court business | _____ |
| 3. Conflict with personal schedule | _____ |
| 4. No conflict; preferred not to attend | _____ |
| 5. Do not believe visits are of any value | _____ |

21. HOW DO YOU THINK THAT SCI VISITS SHOULD BE CONDUCTED?

- | | |
|--|-------|
| 1. Without any other activity planned during the visit | _____ |
| 2. In conjunction with a sentencing institute | _____ |
| 3. Should not be conducted | _____ |
| 4. Other (specify) _____ | _____ |
| 5. No opinion | _____ |

22. WHAT SHOULD BE THE DURATION OF SCI VISITS?

- | | |
|----------------------------------|-------|
| 1. One day | _____ |
| 2. Two days | _____ |
| 3. Three days | _____ |
| 4. There should be no SCI visits | _____ |
| 5. Other (specify) _____ | _____ |
| 6. No opinion | _____ |

23. WHAT SHOULD BE THE BASIS ON WHICH THE JUDICIARY ARE INVITED TO SCI VISITS?

- | | |
|--|-------|
| 1. Judges presiding in counties of similar class | _____ |
| 2. Judges presiding in the same section of the state | _____ |
| 3. No geographic limitations | _____ |
| 4. Other (specify) _____ | _____ |
| 5. No opinion | _____ |

24. TO WHAT EXTENT DO YOU AGREE WITH THE STATEMENT THAT VISITS TO STATE CORRECTIONAL INSTITUTIONS ARE AN IMPORTANT PART OF THE PROFESSIONAL DEVELOPMENT OF THE JUDICIARY?

- | | |
|-------------------------------|-------|
| 1. Agree completely | _____ |
| 2. Agree with reservations | _____ |
| 3. Disagree with reservations | _____ |
| 4. Disagree completely | _____ |

25. UNDER WHAT CONDITIONS DO YOU THINK THAT VISITS TO STATE CORRECTIONAL INSTITUTIONS SHOULD BE ARRANGED?

- | | |
|---|-------|
| 1. On a completely voluntary basis | _____ |
| 2. Should be required by Pa. Supreme Court Rule | _____ |
| 3. Should be mandated by legislation | _____ |
| 4. Other (specify) _____ | _____ |
| 5. I am opposed to judicial visits to SCI | _____ |

26. WHAT VALUE HAVE THE SCI VISITS HAD FOR YOU IN YOUR SENTENCING PROCEDURE?

- | | |
|--|-------|
| 1. Have not participated in SCI visits | _____ |
| 2. Have been of considerable value | _____ |

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3. Have been of moderate value _____
 4. Have been of little value _____
 5. Have been of no value _____
27. TO WHAT EXTENT DID THE SCI VISITS INCREASE YOUR KNOWLEDGE OF SCI PROCEDURES?
 1. Did not participate _____
 2. Considerably _____
 3. Moderately _____
 4. Very little _____
 5. Not at all _____
28. WHAT EFFECT DID YOUR PARTICIPATION IN THE TRIAL JUDGES VISITS HAVE ON YOUR IMPRESSIONS OF THE PROGRAMS AND POLICIES OF THE BUREAU OF CORRECTIONS?
 1. I did not participate in the visits _____
 2. Visits reinforced previous positive impressions _____
 3. Visits reinforced previous negative impressions _____
 4. Visits did not change previous positive impressions _____
 5. Visits did not change previous negative impressions _____
 6. Visits changed impression from positive to negative _____
 7. Visits changed impression from negative to positive _____
29. TO WHAT EXTENT DO YOU SUPPORT THE CURRENT BUREAU OF CORRECTIONS FURLOUGH PROGRAM?
 1. Strongly support _____
 2. Support with reservations _____
 3. Opposed to program _____
 4. Strongly opposed to program _____
 5. Other (specify) _____
30. TO WHAT EXTENT DO YOU FAVOR EXPANDING THE FURLOUGH AND COMMUNITY TREATMENT CENTER PROGRAM TO INCLUDE PERSONS UNDER LIFE SENTENCE?
 1. Strongly favor _____
 2. Favor with reservations _____
 3. Opposed _____
 4. Strongly Opposed _____
 5. Other (specify) _____
- IN THE LIGHT OF YOUR JUDICIAL EXPERIENCE, DO YOU SEE THE NEED FOR THE DEVELOPMENT OF ADDITIONAL ALTERNATIVES SUCH AS:
31. Direct commitment to the planned State Regional Correctional facilities. 1. Yes _____ 2. _____
32. Restructuring of the sentencing code to allow the sentencing judge greater flexibility.
 1. Yes _____ 2. No _____
33. Do you favor the abolition of the minimum sentence?
 1. Strongly favor abolition _____
 2. Favor abolition with reservations _____
 3. Oppose abolition _____
 4. Strongly oppose abolition _____
 5. Other (specify) _____
34. Do you favor the use of advocates, ombudsmen or similar positions in the correctional system?
 1. Strongly favor _____
 2. Favor with reservations _____
 3. Opposed _____
 4. Strongly opposed _____
 5. Other (specify) _____
35. Direct commitment to the Bureau of Corrections Community Treatment Center.
 1. Yes _____ 2. No _____
36. TO WHAT EXTENT HAS YOUR COURT, THE COMMISSIONS OR PRISON BOARD, DEVELOPED

- PLANS OR PROGRAMS FOR DETENTIONERS?
1. Have not given any consideration to such plans _____
 2. Have considered plans/programs but have not developed anything concrete _____
 3. Have developed plans _____
 4. Have initiated programs _____
37. WHAT DO YOU THINK THE ROLE OF THE COUNTY SHOULD BE WITH REGARD TO DETENTIONERS WHEN REGIONAL PRISONS ARE OPENED?
 1. County should continue present methods of handling detentioners _____
 2. County should focus more attention and effort on detentioner than at present _____
 3. State should take over custody of detentioners _____
 4. Jails should become state operated facilities _____
 5. Other (specify) _____
- THE FOLLOWING THREE (3) QUESTIONS ARE RELATED TO YOUR USE OF THE PRE-SENTENCE INVESTIGATION. PLEASE DO NOT LIMIT YOUR RESPONSE TO THE CHECKMARK. YOUR COMMENTS CONCERNING YOUR REASONS FOR USING OR NOT USING IT WILL LEAD TO A BETTER UNDERSTANDING OF THE VALUE OR LIMITATIONS OF THIS PROCEDURE.
38. How frequently do you order your County Probation Office to conduct a pre-sentence investigation for felons?
 1. Order it in all cases of felony _____
 2. Order it on a selective basis _____
 3. Order it only in unusual situations _____
 4. Rarely order it _____
 5. Never order it _____
39. HOW FREQUENTLY DO YOU ORDER YOUR COUNTY PROBATION TO CONDUCT A PRE-SENTENCE INVESTIGATION ON MISDEMEANANTS?
 1. Order it in all cases of misdemeanor _____
 2. Order it on a selective basis _____
 3. Order it only in unusual situations _____
 4. Rarely order it _____
 5. Never order it _____
40. IF YOU DO NOT ORDER PRE-SENTENCE INVESTIGATIONS FOR FELONS, INDICATE THE SINGLE, MOST IMPORTANT REASON WHY YOU DO NOT ORDER THE INVESTIGATION. CHECK ONE ONLY.
 1. Not applicable _____
 2. Do not have a county probation office _____
 3. Budgetary limitations _____
 4. Limitations of staff time, etc. _____
 5. Lack of qualified staff _____
 6. Believe it is a violation of the constitutional rights of the person _____
 7. Believe it is an infringement on the prerogatives of the court _____
 8. Depend on other sources for needed information _____
 9. Other (specify) _____
41. THE 1968 TASK FORCE ON CORRECTIONS RECOMMEND THE CREATION OF A CABINET LEVEL DEPARTMENT OF CORRECTIONS WHICH WOULD PLACE THE FIELD SERVICE FUNCTIONS OF THE BOARD OF PROBATION AND PAROLE UNDER THE JURISDICTION OF THE NEW DEPARTMENT.
 Do you favor the above recommendation.
 1. Yes _____
 2. No _____

State Conference of Trial Judges State Correctional Institution at Huntingdon Visit Evaluation

Instructions

This evaluation form is to be used by association members who visit Huntingdon S.C.I. on October 13, 1972. DO NOT complete the form until the visit is over. The form is provided now so you may keep these areas in mind during your tour.

The compiled results of this and other visit evaluations will be distributed to association members later this year. Judiciary are not required to identify themselves on this form unless they desire to do so.

All non-judiciary personnel completing this should identify themselves, at least by type of work, e.g. parole officer, etc.

All completed evaluation forms should be mailed to:

Judge Richard P. Conaboy
Chairman, Corrections Committee
Pennsylvania Conference of Trial Judges
Lackawanna County Court House
Scranton, Pa. 18503

or

Mr. James F. Mellody, Director
Center for the Study of Crime Prevention
and Treatment
Marywood College
Scranton, Pa. 18509

1. What is your assessment of the adequacy of physical living conditions (sleeping, dining, recreation) in your tour area?
2. Do you see cottage treatment and living concept as applicable for the small population, minimal risk, male offenders serving 5 years or less who will be served by the planned Regional Correctional facilities?
3. Do you recognize any variation in administrative regulations governing the wide variety of inmate rights and privileges at Huntingdon as compared to other SCI's you have visited and which serve only male offenders? If you have not visited another S.C.I. in the past 12 months, please note this.
4. Based on your discussions and the presentations by institutional administrative and treatment staff, officers and inmates, do you conclude that programs such as counseling, education, furlough, vocational training, in-service training, community treatment and furlough are available in sufficient quantity and quality to be significantly meaningful in the delivery of correctional services? Comment specifically with regard to any programs(s).
5. What do you assess, from inmate group discussion to be their priority areas for change at Huntingdon and in the Pennsylvania Correctional system? List in order of priority.
6. From your discussions with officers, what areas do you assess as problematic in their role in delivering services? (e.g. level of training, communication to and/or from inmates and/or administration; working conditions; understanding or implementing the "Treatment Oriented Philosophy" of the Bureau; etc.) Comment specifically with suggestions for resolution.
7. A) In line with the concept of treating the offender in the community and development of small Regional Correctional facilities, please express your opinion of each of the following listed programs by checking () one category in each column.

Institutional	Community	Regional
Furlough	Treatment	Prisons
	Centers	

1. Completely agree
2. Agree with Reservation
3. Uncertain - Neutral
4. Serious Reservations
5. Disagree Completely
6. Unclear as to meaning and implications

B) If any of your checks fall in lines 2 through 6, please note your reason for or area of reservation, disagreement or lack of clarity.

C) Specifically list suggested solutions which the Bureau of Corrections can implement to resolve your concerns listed in part B above.

8. What areas for in-service training do you see as priority ones for Bureau personnel? e.g. 1) dynamics of human behavior; 2) security-self defense; 3) relationship and communication skills; etc. Be specific.
9. Should more use be made of private sector resources such as consultants, universities, research and private industry or should this capacity be expanded within the Bureau or eliminated?
10. Would you support or oppose the following: (Check () the appropriate column)
 A) Legislation requiring Judges to visit S.C.I.'s on a regular basis.
 B) Transfer of all juveniles to the Department of Welfare, (male and female).

- C) "Co-ed" Regional Prisons and Community Treatment Centers.
- D) Inclusion of the Parole Board under Corrections to create a continuum of services and prevent duplicity of services.
- E) Make corrections a cabinet level (Secretary) Position as recommended by the Legislative Task-force on corrections.

Support Oppose Uncertain

11. Please add your comments and suggestions for future visits and programs or topics you would like to observe, discuss or see explored.

State Conference of Trial Judges Muncy S.C.I. Visit - June 2, 1972

MATRONS QUESTIONNAIRE

- 27
1. In your opinion do you feel that you have sufficient communication with M.S.C.I. administration? If no please comment.
 2. What is your assessment of the Bureau of Correction's new training program? For example does it offer you the methods and techniques that assist you in your job at the institution.
 3. Do you feel educational requirements for Matron positions should be raised? How about salaries? If you see a need for changes in these areas, please comment.
 4. What was your impression of the judges visit to Muncy? If you scheduled the visit, what would you have added or subtracted from the agenda, if anything, to make the visit more worthwhile.
 5. Should similar visits continue in the future? If so, how often and who should attend?
 6. Do you feel correctional counselors at M.S.C.I. have sufficient educational background for their role as counselors?
 7. Do you enjoy working at M.S.C.I.? If so, why? If not, why?
 8. What is your opinion about the Bureau's Community Treatment Program?
How about furlough?
 9. Muncy, as you are aware, is unique in structure compared to the Bureau's six other S.C.I.'s, one of the main differences is its small population and its cottage style of living arrangements. In your opinion, should Muncy adopt more security measures like the other institutions or should the other institutions start resembling Muncy's pattern?

State Conference of Trial Judges Muncy S.C.I. Visit - June 2, 1972

INMATE QUESTIONNAIRE

1. What is your assessment of the physical living conditions (sleeping, dining, recreation) at Muncy? How do they aid or hinder the goals of your rehabilitation?
2. In your opinion do the judges who participated in your discussion group now have a better understanding of living conditions and the effectiveness (or lack of) of incarceration?
3. What is your assessment of the adequacy of medical services at Muncy?
4. What is your opinion of the adequacy and availability of programs such as:
Counseling:
Education:
Vocational Training:
5. What do you feel should be changed within the prison system? For example: living conditions, rehabilitation and treatment programs, legal aid, mail and visiting privileges, furlough, community treatment and/or parole release procedures.
6. Do you feel the human philosophy expressed by officials of this facility is carried out by the staff including correctional officers? If not, why?
7. Do you feel the judge's visits improve their understanding of problems involved in rehabilitation efforts? Could such visits be required by law? If so, how frequently?
8. Did you feel the inmates comprising your discussion group were representative of the variety of view points which are expressed in the general population?
9. What is your opinion of the effect (if any) that the judge's visits have on prison officials?
10. What is your main complaint(s) (if any) about the Judge's? Their visit? About Muncy S.C.I.? Be specific.
11. General suggestions about future judge's visits to prisons. Be specific.

END