



**NEW DIRECTIONS  
FOR CORRECTIONS**

Creative Concepts for Future  
Criminal Justice Planning

**Source Book:**

**Citizen Action in Criminal Justice**

*Edited by: Douglas W. Denton & Joanne Spitz*

Source Book:

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SOURCE BOOK: CITIZEN ACTION IN CRIMINAL JUSTICE

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## TABLE OF CONTENTS

### INTRODUCTION

### COMMUNITY ACTION AND AWARENESS

- |   |   |  |          |
|---|---|--|----------|
| X | [ | 1. How to Organize an Effective Citizens' Group<br>for Criminal Justice Reform<br><i>National Council on Crime and Delinquency</i> | 156112   |
|   | [ | 2. A Court System in Which All the People Have a Part<br><i>The Honorable Tom Bradley</i>  | 21 18112 |
| X | [ | 3. Criminal Justice Legislation - Cost Effectiveness<br>Considerations<br><i>Joanne Spitz</i>                                      | 31 56113 |
| X | [ | 4. Restitution: An Acceptable Alternative to Punishment<br>and Rehabilitation?<br><i>Chester A. Chiles</i>                         | 40 56114 |

### COMMUNITY BUSINESS, AND CRIME RESISTANCE

- |   |   |   |           |
|---|---|---|-----------|
|   | [ | 5. Crime Resistance -<br>Federal Bureau of Investigation<br><i>Birmingham, Alabama Police Department<br/>DeKalb County, Georgia Police Department<br/>Norfolk, Virginia Police Department<br/>Wilmington, Delaware Bureau of Police</i> | 52 39476  |
|   | [ | 6. Community Crime Prevention - Research Briefs<br><i>National Institute of Law Enforcement<br/>and Criminal Justice</i>  | 81 43710  |
| X | [ | 7. White Collar Crime - Everyone's Problem, Everyone's<br>Loss<br><i>U. S. Chamber of Commerce</i><br><br><i>Exemplary Project: for full title see →</i>  | 109 56115 |
|   | [ | 8. A Community Response to Rape<br><i>Gerald Bryant - Paul Cirel</i>  | 156 33663 |
| X | [ | 9. Aid to Victims of Crime - Volunteer Training Manual  | 178 56116 |

INCARCERATION - JAILS AND PRISONS

- ✓ [ 10. The Washington Dismas Project Handbook  
*Ronald Simpson* 205 56117
- ✓ [ 11. Treatment for the Chronic Alcohol Abuser - A Community Concern  
*Richard W. Finley* 230 56118  
*STE #114712*
- ✓ [ 12. Offender Aid and Restoration - Evaluation Report  
*Meta Metrics, Inc. (VA)* 240 56119
- ✓ [ 13. Corrections and Community  
*Equal Justice Institute (EJI) Program* 251 56120
- ✓ [ 14. Women's Prison Association and Home  
*Zelma A. Henriques, M.S.W., Project Director* 284 56121
- ✓ [ 15. Citizens United for Rehabilitation of Errants (CURE)  
*Charles Sullivan - Douglas Denton* 302 56122

YOUTH - JUSTICE AND NEGLECT

- [ 16. Volunteer Homes for Status Offenders: An Alternative to Detention  
*Jane C. Latina - Jeffrey L. Schembera* 318 39374
- [ 17. The Volunteer Probation Counselor Program  
*Richard Ku* 334 33623
- ✓ [ 18. Volunteers..Adult and Youth..Bring a Fresh Dimension  
*Mary Lilly Sage* 365 56123
- [ 19. Homeward Bound: An Alternative to the Institutionalization of Adjudicated Juvenile Offenders  
*Herb C. Willman, Jr. - Ron Y. F. Chun* 384 12608

## INTRODUCTION

This book is one of several products generated as a part of a Law Enforcement Assistance Administration discretionary grant. The project was designed to encourage and enhance citizen efforts to address critical, crime-related issues. Citizens have engaged in an amazing number of activities and this book is but a small effort to sample a variety of projects which have shown success.

### The Project

The concepts underlying this project were strong enough to attract several national citizen organizations to form a National Coalition. The coalition's representatives gave direction in the project's development and cooperated in implementing the community action components. The organizations which comprise the National Coalition are:

American G. I. Forum

American Jewish Committee

National Alliance of Businessmen

National Association for the Advancement of Colored People

National Conference of State Legislatures

National Council of Catholic Laity/United States Catholic Conference

Each organization works singularly and in conjunction with other groups to further the social well-being of their constituents and society as a whole.

The goals of this project are stated in the grant application as follows:

"...is to bring citizens into a process which will facilitate thinking, stimulate action, and synthesize and disseminate knowledge about the formal and informal correctional systems in our society and about the ways in which citizen action programs may impact those systems. Crime and the fear of crime are major socio-political problems in our nation. Involving citizens

in the process of learning about and interacting with the official systems of criminal justice will also impact the public's perspectives in such a way that attitudes and reactions we now see as justified and self-protective will be discarded in favor of an action approach to addressing the needs of the family, the community, and social institutions."

This goal is being met through the hard work and dedication of the organizational members of the National Coalition and their concerned constituents.

Source Book: Citizen Action in Criminal Justice

The Source Book is intended to offer a set of program models which will serve as guides for action. Many of the programs contained within have "succeeded" in reducing crime, or at the very least, provided helpful services to people who encounter the criminal justice system. Other articles try to provide background on attitudes or offer "tips" for the lay public to use when approaching a crime-related problem.

Citizens can play a major part in the criminal justice system. Even though everyone cannot be a police officer, judge, or correctional counselor, nor should everyone want to be. These professionals are merely the "tip of the iceberg". So many services remain to be provided, so many clients remain to be seen, so many issues remain to be discussed and resolved that only citizen involvement can make an impression on the problem of crime.

As you read through this book, identify two or three issues about which your community has grave concerns. Then decide whether your organization has a structure which will foster effective action on each issue. For example, some groups are able to commit considerable volunteer time activities such as juvenile tutorial programs. Other groups are able to analyze and comment on policy matters with considerable force. Groups which are willing to address questions of fairness and equal treatment under the law are quite valuable in a democratic system.

The first section, COMMUNITY ACTION AND AWARENESS, offers a number of items to be considered by an organization which is considering a project on a crime issue. "How to Organize an Effective Citizens Group for Criminal Justice Reform" is a detailed outline directing citizen groups to choose relevant crime related issues. Tom Bradley, Mayor of Los Angeles, explains in "A Court System in Which All the People Have a Part" exactly why the public should care about the procedure and form of our criminal justice system. The remaining articles in this section deal with a subject dear to all of us -- money. Joanne Spitz in "Criminal Justice Legislation: Economic Considerations" tells us how to apply basic economic sensibility when investigating various issues. "Restitution: An Acceptable Alternative to Punishment and Rehabilitation?" by Chet Chiles is a community attitude research model which determined whether the public will accept monetary or in-kind reimbursement by an offender or if they prefer to have the individual imprisoned.

The COMMUNITY, BUSINESS, AND CRIME RESISTANCE section takes a long, hard look at the problems of crime in our neighborhoods and businesses and discusses what we can do about it. The F.B.I. is involved in a program called Crime Resistance wherein agents will equip law enforcement agencies with the information necessary to foster citizen-based activities which identify and develop a "resistance" to crime problems. We present four examples in this section of the F.B.I.'s efforts in Birmingham, Alabama, De Kalb County, Georgia, Norfolk, Virginia and Wilmington, Delaware. An overview of similar programs in "Community Crime Prevention-- Research Briefs" prepared by the National Institute of Law Enforcement and Criminal Justice. In addition, the U. S. Chamber of Commerce prepared a handbook entitled "White Collar Crime - Everyone's Problem, Everyone's Loss". We have taken excerpts from this publication as an outline which any person may incorporate into their daily business practices.

While dealing with VICTIMS OF CRIME may be of high concern to many people, few resources are allocated to them. "A Community Response to Rape" prepared by Gerald Bryant and Paul Cirel chronicles how a group recognized a significant problem and took action to alleviate some of the



suffering experienced by rape victims. An appropriate companion (though broader in scope) to this article is the "Aid to Victims of Crime - Volunteer Training Manual" used by the Dallas, Texas Police Department. How to approach the victim? What resources should be utilized? How to prepare them to deal with the criminal justice system? . . . are answered here.

The largest section of the Source Book is INCARCERATION - JAILS AND PRISONS. We sought articles which covered working with the system as well as people who are in jails, prisons, and in the process of being released to the community. "The Washington Dismas Project Handbook" is an overview of a "third party custody" program in which a citizen advocate will sponsor a county jail inmate in court and hopefully in early release from the jail. Adding to the problems of overcrowding in jails is housing the public drunk. Richard Finley reviews several programs designed to deal with this problem in "Treatment for the Chronic Alcohol Abuser - A Community Concern".

Both, the "Offender Aid and Restoration (OAR) - Evaluation Report" and "Corrections and Community" by Alexander and Suzanne Pathy discuss the ways and means of citizen involvement in prisons. The former is also useful as a guide to evaluating your own program, while the latter displays attitudes and perspectives of volunteers, inmates, and prison officials in their own words. Direct service and action which takes into consideration and involves the family are exemplified in the last two articles in this section, "Women's Prison Association and Home" and "Citizens United for Rehabilitation of Errants (CURE): Organization for Action-Lobby for Change". Women in jails and prisons often do not have their own families' needs met; Michele Smollar outlines a program which helps. The development of CURE into a state-wide organization of service to prisoners and their families has been chronicled by Charles Sullivan and myself.

Last, too often, but not least in our perspective in YOUTH-JUSTICE AND NEGLECT. This first article, "Volunteer Homes for Status Offenders: An Alternative to Detention" deals with the process of recruiting and training of foster parents, both short and long term, to act as an alternative to incarcerating children who committed youth-specific

crimes such as truancy, running away from home, and violations of curfew. The "Volunteer Probation Counselor Program" is designed to deal with youth under community custody by pairing a volunteer with a child based on interests and interpersonal skills. Mary Lilly Sage in "Volunteers..Adult and Youth..Bring a Fresh Dimension", has designed a program full of fresh ideas for volunteers working in juvenile training schools and detention centers. Finally, one of the most exciting programs (for those involved in it) is reported in "Homeward Bound: An Alternative to the Institutionalization of Adjudicated Juvenile Offenders" by Herb Willman, Jr., and Ron Chun.

#### ACKNOWLEDGEMENTS

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Douglas W. Denton  
Project Director

NEW DIRECTIONS  
FOR CORRECTIONS



HOW TO ORGANIZE AN EFFECTIVE CITIZENS' GROUP  
FOR CRIMINAL JUSTICE REFORM

National Council on Crime and Delinquency

In organizing a group of private citizens around any issue, a few basic principles should be kept in mind as they will be instrumental in determining the success or failure of the group. These principles are really just common sense, but they are commonly and consistently broken.

Planning

The easiest way to lose your focus, impetus and to destroy a program of change is to neglect proper planning. You must plan every detail of each aspect for every part of your program. This goes for defining your goals, gathering information, contacting people for support, organizing volunteers, writing letters, and even who will serve the coffee at meetings. The success of your group will be determined chiefly by the amount of planning and preparation done before you begin to act.

Participation

Facilitate the involvement of all persons and try to get as much involvement by as many people as possible. Remember that you are dealing with people who want to help. If someone is concerned enough to attend meetings and volunteer his/her time, then that person should participate in group decision-making. Failure to allow for this participation will lead to disinterest and the eventual failure of your program.

Patience

A critical principle. You must not lose sight of the fact that your group consists of citizens, not experts on management or in dealing with governmental bureaucracies. Most citizens will respond to a request for their help in organizing an effective group with: "What? Me? I've never organized anything in my life." In organizing this effort, everyone should recognize that they will be learning together, from mistakes as well as successes.

### Perserverance

You must expect and anticipate setbacks. Some government agencies will be very helpful, others will be suspicious until you prove yourself. Do not be discouraged if your program is not adopted immediately or funded within your expectations.

A few more words before proceeding to outline citizen group organization. Please consider the following as a framework which you can adapt to your particular needs. These recommendations and guidelines should not prohibit you from experimenting, adapting different approaches to meet your particular needs, or seeking other sources of additional or specialized techniques.

### EFFECTIVE ORGANIZATION

#### Establish a "Core Group" to help you organize the citizens' group

Citizen action will usually be the result of efforts by a few central or core figures. It is crucial to secure a few energetic souls to form this core group. Concerned individuals may be solicited from any number of already established community groups (school groups, churches, civic or business clubs, etc.). Or it may be that a single club, church, or school organization is available to provide selected individuals for nucleus of workers. Consider the following steps for shaping your core:

- Write letters to people who might share the same objectives announcing a meeting to form a citizens' group. Tell them why you feel such a group is needed. List problems which you would like to discuss with them at an organizational meeting. End the letter by soliciting suggestions from them on how to resolve these problems and requesting their help in forming a citizens' group to carry them out. (See Appendix A for sample letter.)
- Place an ad in your local paper and write a letter to the editor asking that other citizens contact you to help organize a citizen's group.) See Appendix B for sample advertisement.)

Whether you work with an established group, or get together with the people whom you have contacted, it is important for this core group to acquire sufficient knowledge about your problem and the adequacy of community resources to cope with them. (A small, hard-working group with a single, well-defined purpose can usually get more done than a large, unwieldy one.)

#### Gaining support for your citizens' group

Once a core group has been established, its immediate aim should be to gain the support and assistance of the community at large. Eventually you will want to contact such representative members of the community as follows:

- mayor, town manager and/or county commissioners
- police chief, juvenile officers
- judge, district attorney, public defender, probation department
- local school district, university (both student body and administration)
- civic groups such as the Junior Chamber of Commerce, Kiwanis, Rotary, Women's Club, League of Women Voters, Council of Christians and Jews, etc.
- various ethnic minority organizations
- representatives of religious groups
- local press (radio, television, newspapers)
- state legislator and state senators
- labor groups (labor representatives to United Way)
- administrators and workers from a variety of social service agencies

These individuals will help your core group gain the cooperation and support of the larger community. They may assist simply by knowing that you exist, by foreseeing what kind of help you will need, by suggesting further contacts who might be able to provide support, etc. It is important to keep all of these individuals and agencies informed on your program regardless of whether or not they are able to help you initially.

#### Organizing a public meeting

After the core group has laid the groundwork of contacting the various appropriate agencies and individuals, you will want to create a still broader base of support for your citizens' group. One of the best ways to accomplish this is through a public meeting. A public

meeting provides a means for reaching people you would never reach otherwise: those whose interests are unserved and who therefore cannot be reached through a public or a private agency. And these are the individuals who may expect to derive the greatest benefits from the group's contemplated action.

Below we outline tasks you must expect to undertake--again, as a group and through division of labor--for a smooth and successful meeting.

1. Before the meeting

- a. Define those issues which are to be covered at the meeting:
  - \* lack of facilities, services
  - \* quality of facilities, services
  - \* lack of funds
  - \* possible strategies for resolving the problems
- b. Set a meeting date. Allow at least one month from the date of the organizational core group meeting.
- c. Set meeting place. Pick a centrally-located spot, easily accessible by public transportation. Churches, YMCA, youth or neighborhood centers, and some public and private agencies have meeting rooms which are made available to organizations free or at nominal cost.
- d. Arrange for babysitting, car pooling, etc.
- e. Decide on a format--a panel, workshop, or speaker format. One format with a high success rate is to use a panel composed of those officials who are responsible for providing the services you seek, together with a state legislator, two or three citizens expressing needs, a professional from the community, and to follow it with questions from the audience.
- f. Arrange for speakers. Call and speak with them by phone, then immediately confirm by letter.
- g. Send special invitation letters to heads of private and public agencies, churches, etc. Consult the check list provided. (Appendix C.)

- h. Arrange for publicity. Contact local newspapers, community newspapers, radio and television stations, and distribute circulars in those neighborhoods which are most affected.
  - i. Make arrangements for a literature assortment table at the meeting with literature from other citizens' groups, private and public agencies, etc.
  - j. Prepare a volunteer sheet for parents, for example, to undertake specific jobs in your citizens' group. (See sample Volunteer Sheet, Appendix D.)
  - k. Allow sufficient time after speakers for questions from the audience. Be prepared with a list of your own questions to get things started, break the ice and stimulate conversation.
  - l. Prepare a plan of action to be proposed at the meeting.
2. At the meeting
- a. Appoint ushers who will seat the panelists and take care of their needs.
  - b. Appoint ushers to give directions to the audience, see that guestbooks and volunteer sheets are signed or distributed, and then collected at the end of the meeting. This is crucial; you cannot form a citizens' group without the information obtained from volunteer sheets.
  - c. Remind the audience, at the meeting's beginning and end, to fill out these volunteer sheets.
  - d. Again, be sure to provide for questions and discussion from the audience, (Participation)
  - e. Designate someone to propose a possible plan of action and ask support from the audience.
  - f. Designate someone to announce the formation of your new citizens' group, with a suggested title.
  - g. Announce or set the date of a follow-up working meeting, and urge attendance.



3. After the meeting
  - a. Send thank you notes to all guest speakers.
  - b. Compile a file from guest book and volunteer sheets.
  - c. Set up appointments for personal visits to city and state officials and other public servants who attended the meeting to get their reaction, their cooperation in activities, and proposals for your citizens' group.
  - d. Send notices to everyone who attended the meeting of the follow-up working meeting.
  - e. Sent out newsletter to everyone who attended the meeting, keeping them informed on all plans for action, asking for their participation and membership. Enclose sign-up sheet, with check list of all possible tasks they could do; ranging from little or no time commitment to larger projects which would require active involvement and leadership.
  - f. In order to defray some of the costs involved (postage, printing, etc.) you may want to ask for a one dollar donation at the door when you have your public meeting.

#### FORMALLY SETTING UP YOUR CITIZENS' GROUP

Once you have expanded your core group to include other citizens who have subsequently learned about the citizens' group, you are ready to begin setting up some formal structure for the group. Every organization needs some kind of structure to keep it together. It is very important to remember, however, that you want your citizens' group to be action-oriented. Therefore, you will want to keep your organizational structure as simple and effective as possible. Too many committees, or complicated by-laws, will only defeat the purpose of your group; therefore, we repeat, keep your organizational structure as simple as possible.

#### Officers

At your first meeting you will need to elect temporary officers, to include a chairperson, vice-chairperson, secretary and treasurer.

### By-laws

You will need to plan or adopt certain by-laws, rules by which the organization agrees to live. Your group can avoid future dissension, and possible damage, if the rules are spelled out in written by-laws.

Following are a few things by-laws generally contain:

- name, purpose, membership requirements
- rights and responsibilities of members
- how meetings will be run
- how voting will be handled
- how directors and officers are to be elected
- funding
- amendment procedures
- how many directors and officers there will be, what their duties are, and length of tenure

Most organizations have the same basic rules; hence their by-laws are substantially similar. A sample of model by-laws is attached (see Appendix E).

### Articles of Incorporation

The Articles of Incorporation comprise a state document verifying the existence of your organization. It will be necessary to obtain state approval of your articles, which show that you are a non-profit organization, before you are able to do any major fund-raising. It will be necessary to have an attorney fill out the forms and draft your Articles of Incorporation, since proper legal terminology must be used. You should try to get an attorney to volunteer his/her services to your citizens' group on a consulting basis. Also, your local legal aid clinic usually offers free legal services in this area. There is some filing fee required, but it is usually small. For further information, write or call your Secretary of State.

### Tax Exemption

If your citizens' group is going to do any major fund raising, soliciting of business, foundations, etc. you will need to obtain a tax exemption status from the Internal Revenue Service.

- Get several copies of form 1023 from your local Internal Revenue Service office.
- These papers should also be filled out by an attorney. Again, consult your local legal aid clinic for free legal advice and services.
- The I.R.S. is forbidden to give a tax exemption to lobbying organizations. Therefore, lobbying activities must appear minimal on your application. You should stress your group's other goals such as educational and informational activities.

#### Affiliating with city, state and national organizations

Undoubtedly you will eventually be asked, or you may wish, to affiliate with a larger organization in order to maximize your power. So we want to include a few pointers which may assist you in determining whether the affiliation is in your best interests.

- Make sure your citizens' group will not have to sacrifice any of its goals. Check your potential affiliate's goals carefully, as well as the means they have adopted to reach them. Consider whether they will hinder or facilitate your work.
- Make sure your parent group does not lose its autonomy: most important are the ability to make policy decisions and the ability to act without consulting the association.
- Ensure that your citizens' group does not give up more than it gains in time, energy, money and power.

If any affiliation will give your group greater power, by all means proceed. If your group must sacrifice power, do not. Continue to make it on your own.

The above should outline the steps to be taken in establishing your citizens' group on a formal basis. The group should not hesitate to consult professionals and to ask their assistance as you organize. To a degree, you will have to depend on them for specific advice; for example, a lawyer will be needed in drafting your Articles of Incorporation. Beware, however, of depending too much on professionals. Their advice will be useful, but if they become too large a part of your group, they may tend to dominate it, and attendance of non-professionals will slack off.

Never forget who your own experts are: the individuals who have done the drudge work, who have spent long hours getting the group started. The majority of your board members and organizational leaders should be private citizens who have cared enough to involve themselves. Otherwise, you will no longer be a citizens' group.

#### DEALING WITH THE BUREAUCRACIES

As previously mentioned, there will be some agencies who will prove extremely helpful, while others will view you with suspicion or wait until you have proven yourself. Whether a bureaucrat greets you in a cooperative fashion or with hostility, you should bear in mind that he/she is a public servant, paid by you to provide services for you and the members of your group. A bureaucracy consists of public servants; you are the public. Individuals who keep this distinction in mind will usually elicit action from their public servants. If you feel guilty for having bothered a public worker with your problems, for having taken up his/her time or having created work for him/her, it will be neither useful nor appropriate. They should be concerned with your interests (especially as you are paying her/his salary through ever-spiralling taxes).

Here are some reminders on Dealing with a Bureaucracy:

- Apologies and begging for favors with respect to attentions to which you are entitled as a citizen are out of order.
- Press beyond excuses such as: "There isn't any money", "We need more time", "We've made a lot of progress, but..."  
What are the real snags and why?
- Set a reasonable time-frame within which you would expect the agency to respond, but see that this time-frame is honored. Also, recall the ancient wisdom that the more time given a bureaucracy in which to act, the more time the bureaucracy will use to get the job done; pressure accordingly. Remember that bureaucracies are slow creatures, bred no doubt in the lazy tropics.
- Patience and tolerance are not always in order, either, especially when it comes to bureaucratic inactivity. When you are told "We are doing everything we can", request details of what has been done and try to pin down or locate the stalemate.

In terminal cases of inaction, whether purposeful or not, do not hesitate to register your complaints with a bureaucrat's superiors, legislators, the mayor or the press. There is constructive end to the exposure of incompetence, inefficiency, dishonesty or other wrongdoings. The goals of your citizens' groups should ever be your primary motivating force, so keep a firm hold on their importance.

Along these lines, it may be useful to distinguish both a legal entitlement and a moral entitlement. If you are seeking a service to which you are legally entitled, your best approach is the legal one. The agency or bureaucracy has no choice under law but to provide services and execute responsibilities mandated to it. If the services you are seeking should happen not to be required by law, but are nonetheless needed, create as much public pressure as possible, and apply it where you feel the responsibilities should rest. Consider strategies towards legislative change.

In summary, these guidelines are offered only as suggestions for setting up a citizens' group. Feel free to improve on them by adding your own ideas, but for assured success keep in mind the four basic rules of planning, participation, patience and perserverance. Be sure to use all the governmental avenues avialable, and for technical assistance, research material or advice, please contact the NCCD office nearest you.

Eastern Service Center

National Council on Crime and Delinquency  
Continental Plaza  
411 Hackensack Ave.  
Hackensack, New Jersey 07601

Central Mountain Service Center

National Council on Crime and Delinquency  
711 San Antonio Street  
Austin, Texas 78701

Midwestern Service Center

National Council on Crime and Delinquency  
1214 Builders Bldg.  
228 North LaSalle Street  
Chicago, Illinois 60601

Southern Service Center

National Council on Crime and Delinquency  
728 West Peachtree St. N.W.  
Suite 403  
Atlanta, Georgia 30308

Western Service Center

National Council on Crime and Delinquency  
703 Market Street  
Room 1707  
San Francisco, California 94103

APPENDIX A  
Sample Letter--Notice of Meeting

Calling All Citizens Concerned With Youth

A special meeting is being called to organize a citizens' group at the \_\_\_\_\_ school.

DATE:

TIME:

PLACE:

PROBLEMS TO BE DISCUSSED:

What do you think we should do about the above problems: come to the meeting and tell us. We need suggestions from you on how we can resolve juvenile problems, and we would like your help in forming a citizens' group to carry the solutions out.

For further information call:

Your name \_\_\_\_\_

Address \_\_\_\_\_

Phone \_\_\_\_\_

1. Put the date, time and meeting place in bold letters.
2. Sign your name, address and phone number.
3. Inform various civic and community groups, churches, etc. that you are forming a citizens' group and would like their cooperation.
4. Ask the various groups you have contacted to "spread the word" of the formation of your group.
5. Ask each citizen who contacts you to also tell other people they may know who would be interested in helping you form a citizens' group.

APPENDIX B  
Sample Advertisement

Calling All Citizens Concerned with Juvenile Delinquency

If you are tired of promises and ready for action, come to a special meeting organizing a citizens' group in our community to deal with the lack of services available to our youth.

DATE:

TIME:

PLACE:

PROBLEMS TO BE RESOLVED: \_\_\_\_\_

Let's plan a course of action and find the solution to this problem.

For further information, call:

Your name \_\_\_\_\_

Address \_\_\_\_\_

Phone \_\_\_\_\_

1. Make sure your ad is placed in as many newspapers as possible. Tell the editor or advertising department that this is a public announcement and should not be a paid advertisement.
2. Send your ad to:
  - a. Local newspapers and community newspapers directing it to the city editor, feature editor, and appropriate local columnists.
  - b. Radio and Television stations in your city. Also mention that it is a public service announcement. Generally, they will be cooperative since they are required by the Federal Communications Commission to do a certain number of public service announcements per year.
3. Use your group's letterhead, if you have any. If not, make sure that the name, address, and phone number of your group is at the top.
4. Make sure you have at least two names and phone numbers below the letterhead so that they may answer any questions about the events you are publicizing.



APPENDIX C  
Sample Invitation Letter

Dear \_\_\_\_\_,

As a demonstrated leader within our community, we are inviting you to attend a public meeting that will focus on juvenile delinquency problems. We feel that this meeting could have a profound effect on the lives of the children in our community.

This meeting will be held: August 31, 1976, at the J.F. Kennedy  
Elementary School 3306 Calumet  
Austin, Texas 78711  
7:30 p.m.

Appearing on a panel will be: \_\_\_\_\_,  
\_\_\_\_\_,  
and \_\_\_\_\_.

We hope this meeting will bring together other citizens who are concerned with juvenile problems in our community.

Won't you join us in developing a concrete plan of action to provide better services for our most crucial resource--our children?

Sincerely,

Jane/John Doe  
Address  
Phone

APPENDIX D

Sample Volunteer Sheet

Please fill out the following whether you are a visitor, professional or a volunteer.

NAME \_\_\_\_\_

ADDRESS \_\_\_\_\_

CITY \_\_\_\_\_ STATE \_\_\_\_\_ ZIP CODE \_\_\_\_\_

PHONE \_\_\_\_\_

AFFILIATION (VISITOR, PROFESSIONAL, OR OTHER)  
\_\_\_\_\_

PROBLEMS I WOULD LIKE A CITIZENS' GROUP TO TACKLE \_\_\_\_\_  
\_\_\_\_\_

ANY SPECIAL SKILLS: \_\_\_\_\_

I WOULD BE WILLING TO WORK ON: LEGISLATION PROGRAM \_\_\_\_\_

PUBLICITY \_\_\_\_\_ FUND RAISING PROJECTS \_\_\_\_\_ MAILING CAMPAIGNS \_\_\_\_\_

MEMBERSHIP \_\_\_\_\_ TYPING AND OTHER CLERICAL JOBS \_\_\_\_\_

RESEARCH PROJECTS \_\_\_\_\_ DRIVING, ERRANDS \_\_\_\_\_ SPECIAL PROBLEMS \_\_\_\_\_

OTHER \_\_\_\_\_

WHEN WOULD BE THE BEST TIME OF THE DAY FOR YOU TO WORK? \_\_\_\_\_

WHAT DAYS OF THE WEEK WOULD YOU BE ABLE TO VOLUNTEER? \_\_\_\_\_

DO YOU BELONG TO ANY OTHER CITIZENS' GROUP? IF YES, WHICH ONES? \_\_\_\_\_  
\_\_\_\_\_

HOW DID YOU LEARN ABOUT OUR ORGANIZATION? \_\_\_\_\_

## APPENDIX E

### Sample By-Laws Extracted From How to Organize an Effective Parent Group and Move Bureaucracies

#### By-Laws

#### Coordinating Council for Handicapped Children

##### ARTICLE I Name

The name of this organization shall be The Coordinating Council for Handicapped Children.

##### ARTICLE II Purpose

The purpose of this organization shall be to obtain better services for all handicapped children.

##### ARTICLE III Criteria for Membership

###### Section A Individual and Family Members

Any individual or family who subscribes to the goals of the Coordinating Council for Handicapped Children may become a member. Individual and family memberships are contributing memberships only and do not entitle a member to voting privileges. Membership entitles an individual to all mailings, monthly newsletters, and meeting notices.

###### Section B Organization Membership

An organization that subscribes to the goals of the Coordinating Council for Handicapped Children upon payment of annual dues becomes a member. Voting rights are limited to organizations only. Each organization may appoint one person to serve as a voting delegate.

ARTICLE IV Elections and Monimations

Section A Officer Election

Officers will be elected annually at the September meeting.

Section B Nominating Committee

The nominating committee, composed of at least five members, shall be appointed by the Board of Directors at the August meeting to nominate officers and committee chairpersons. Nominations will be accepted from the floor at the September meeting.

Section C Officers

The officers will be:

Coordinator  
North Side Co-Chair  
South Side Co-Chair  
Secretary  
Treasurer

Section D Voting

All organization members have one vote regardless of the size of the organization.

Section E Tie Votes

In the case of a tie vote, the Coordinator will break the tie.

Section F Vacancies

The Coordinator and The Co-Chairs with the approval of the Board of Directors shall be empowered to fill any vacancies that may occur.

Section G Removal of Officers

Officers may be removed for gross negligence of duty by a majority vote of the Board of Directors.

Section H Quorum

One-third of the Board of Directors constitutes a quorum.

Section J Annual Report

The Coordinator and Co-Chairs shall submit an annual report to the State of Illinois in accord with the General Not-For-Profit Corporation Act; Section 63.

ARTICLE V Board of Directors

The Board of Directors of this organization shall consist of all voting members in good standing. They shall have the power to make all policy for the organization.

ARTICLE VI Meetings

Section A Regular Meetings

Regular meetings shall be held the first week of every month except by special arrangement of the officers.

Section B Special Meetings

Special meetings to discuss and take action on emergencies shall be called by special arrangement of the officers. In the event of a crisis or other emergency situation where a meeting of the entire membership is unfeasible, the officers shall be empowered to take proper action.

ARTICLE VII New Committees

The nominating committee shall appoint committee chairs. However, the Coordinator and the Co-Chairs with the approval of the Board of Directors shall have the power to set up new committees as needed.

ARTICLE VIII Affiliation

The Coordinating Council for Handicapped Children is a coalition

of parent and professional organizations. Any organization, individual, or family subscribing to the goals of the Council may become affiliated through membership.

#### ARTICLE IX Dues

##### Section A Individual Membership

The dues of the organization shall be \$5.00 per year payable in advance for individual or family memberships.

##### Section B Organizational Membership

Organizational Dues shall be \$25.00 per year.

#### ARTICLE X Disbursement of Funds

The funds of this organization shall be deposited in a bank selected by the treasurer with the approval of the Coordinator. The treasurer shall be bonded. All financial obligations of the organization shall be discharged by check on approval of the Coordinator and signed by the treasurer and Coordinator.

#### ARTICLE XI Fiscal Year

The fiscal year of the organization shall be from January to January.

#### ARTICLE XII Amendments

These by-laws may be amended at any regular meeting of this organization by an affirmative vote of two-thirds of the members present and voting provided the proposed amendment has been read to the general membership.

#### ARTICLE XIII Dissolution

In the event of dissolution, all assets remaining after meeting all liabilities shall be distributed to one or more organizations for handicapped children selected by the Board of Directors.

ANTI-CRIME CRUSADE  
5343 North Arlington Avenue  
Indianapolis, Indiana 46226

Contact:

Mrs. Margaret Moore Post, Coordinator

"It's so easy. I don't know why people say it's so difficult." The speaker is Mrs. Margaret Moore Post; the attitude represents the the spirit that has made the record of the Indianapolis Anti-Crime Crusade a model for volunteer organizations across the country.

Sparked by indignation at the murder of a retired school teacher 14 years ago, the Crusade organized woman power to make a difference in their own community. Somehow the Crusade has always worked at the problem at hand--one reason it is still a viable volunteer organization. The school teacher was murdered by a young school drop-out; one of the first Crusade efforts focused on a program to return 2,000 drop-outs to school. One of the country's first courtwatcher programs led to a dozen reforms in court procedures. Volunteers sparked one of the nation's first street lighting improvement efforts; more than 12,000 new street lights have been installed across the city. Today police professionals emphasize the imperative for citizen involvement in crime prevention. Indianapolis was the first city in the nation to have 2,500 block clubs organized to encourage citizen responsibility for crime prevention. The process has a simple foundation: women focused on curbing one crime, putting one drop-out back in school, getting one new light on a dark street, observing one day in court, getting one father a job. Over the years, some 60,000 women have been involved, and the program has developed a blueprint for volunteers that has guided similar efforts in dozens of cities across the country.

The Anti-Crime Crusade is nationally recognized as a model of concerted citizen effort to make a difference. A low-cost, high commitment program, with a particularly successful approach to mobilizing the support of community leaders and the media.

A COURT SYSTEM  
IN WHICH  
ALL THE PEOPLE HAVE A PART

Mayor Tom Bradley  
Los Angeles, California

The courts are among the last of our public institutions to respond to the growing national emphasis on citizen involvement in government. Many people do not question this delay, for the courthouse represents a system so sacrosanct, so dominated by highly-educated professionals, and so circumscribed by legal strictures that most citizens are filled with awe when they consider involvement in its processes.

As one professional within the Los Angeles court system said recently, "The average citizen's awareness of the court system--what the courts are, where they are, what they do, even how you find your way around the building - - is a big zero." This is an indictment of our system, for the courts do not belong to the judges, nor to the legal profession, nor even to the government. The courts belong to the people--all the people.

As the President's Commission on Law Enforcement and Administration of Justice point out in 1967: "Crime prevention is the task of the community as a whole and ... all parts of the criminal justice system can benefit from the special knowledge and points of view of those outside it."<sup>1</sup> The strong statements of the Presidential Commission were reiterated by the National Advisory Commission on Criminal Justice Standards and Goals and by the leadership of the Law Enforcement Assistance Administration (LEAA), which was created to administer the Omnibus Crime Control and Safe Streets Act of 1968.

Donald Santarelli, former administrator of LEAA, said in early 1974: "Our goal is the reduction of crime in America. There are many paths we must follow simultaneously to reach that goal. One of them that has been overlooked in the past is the citizen-and the role he can play in helping to fashion advances in crime reduction."

"In much of the nation today," Santarelli continued, "the criminal



justice system seems to be operating to serve its own needs, running things to suit its own preferences, carving out spheres of influence to suit its own convenience. But the criminal justice system must not be the master of the people.

It can only aspire to be the servant of the people. Policemen, and judges, and corrections officials, and prosecutors cannot be in business for themselves. Their job is not to erect empires and operate outside of the gaze and control of the public."<sup>2</sup>

It is my conviction that until we can overcome the public's lethargy and feeling of helplessness against the rising tide of crime by actively involving our citizens in the complex systems which deal with that crime, lawlessness in our streets will continue to increase.

It has been said that there is one thing better than good government, and that is government in which all the people have a part.<sup>5</sup> I believe that, and I also believe that there is one thing better than good law enforcement, better than a good court system--and that is law enforcement and a court system in which all the people have a part. Only through citizen participation can citizen confidence in government and its institutions be restored.

"But exactly how," some will ask, "can an individual citizen become involved in the court system?" There are a variety of ways, many of which are already operating with success in a number of cities.

One of the best known of these efforts is a court watching project of the Indianapolis Anti-Crime Crusade, an organization formed in 1962 by 30 Indianapolis women in response to a cold-blooded attack on a 90 year-old woman on the city's streets. The Crusade, which has no dues, no membership cards, no minutes and no bylaws, now involves some 60,000 women, of whom 3,000 serve as court watchers under the guidance of 30 key organizers.

Armed with a guide, a report form and identification cards, these women attend court to observe proceedings. They note such things as whether the judge is present or whether there is a pro tem substitute, the number of delays and continuances, the age of defendants, etc. On

a rotating basis, Crusade women have observed hundreds of thousands of cases. Such observations have resulted in improved attendance by judges and arresting officers, in loiterers being cleared from the halls by bailiffs, in improvement in deportment and appearance of police witnesses, and in better preparation of cases by prosecuting attorneys' deputies. The women have also set up an information table in court halls, thus putting an end to soliciting by bail bondsmen.

A similar court watching program, Women on Watch, operates in Montgomery County, Maryland, with particular emphasis on the disposition of juvenile cases. Other groups of housewives, professionals and businessmen throughout the country have undertaken similar studies, and as a result have been able to recommend more efficient methods of selecting judges, reducing court backlog, and improving juvenile care procedures.

Businessmen in other cities, such as members of the Economic Development Council of New York City, have volunteered their time to conduct extensive studies of the city's court systems. The judicial process in New York City has reportedly been accelerated due to the work of the Council, which found that court backlogs could be reduced without spending more money if businesslike methods were applied to court procedures.

Also in New York City, volunteers have worked effectively with juveniles and their families in the city's four family courts. Some act as social work aides; others assist the probation department in obtaining essential data about the family, still others offer referral service and active support in enabling clients to find help with problems not directly related to the court appearance.

In Washington, D.C. the Pre-Trial Justice Program of the American Friends Service Committee attempts to insure that all persons arrested in the District of Columbia receive their rights relating to pretrial release, effective access to counsel, and a speedy and public trial. The program has also conducted a court watching project to study unnecessary delays in bringing cases to trial. And with the assistance of law students, program volunteers interviewed 600 men held in jail

on a given day to determine why and how long they had been detained and whether they had effective access to counsel.

Many other innovative projects are in operation across the country. One, which operates in several cities, uses volunteers to work on a one-to-one basis with probationers. Another provides volunteer counseling to juveniles and their families. A project in Oakland integrates convicted offenders into the referral process of volunteer bureaus for assignment to work in non-profit community agencies as an alternative to the punishment of a fine or imprisonment.

From this sampling, it becomes clear that the barrier to citizen involvement in the court system is not a lack of opportunities for participation but, rather, a rigidity on the part of both the community and court personnel which makes such involvement appear unfeasible to many.

Such rigidity may manifest itself in open antagonism, as was discovered by a group of volunteer court watchers in Waterbury, Connecticut, in the late 1960's. In that city an organization known as JOE ("Justice, Order and Equality") undertook a survey and observation project under the auspices of the Connecticut Council of Churches' Commission on Religion in Action. During their second summer of operation the group began to encounter a number of bureaucratic obstructions, such as being refused access to a copy of the court docket because it allegedly caused too much work for the clerk. Finally they were told by the judge in chambers that if they continued their activities they would be charged with contempt of court.<sup>6</sup>

This negative reaction is unfortunate. As Edgar S. and Jean Camper Cahn, co-deans of Antioch School of Law, and generally regarded as the initiators of the program of Legal Services to the poor have pointed out, there are three important advantages of citizen participation in any undertaking.<sup>7</sup> First, citizen participation is a means of mobilizing resources and energies not otherwise tapped. Second, citizen participation is a source of special insight information, knowledge and experience otherwise lacking. And third, citizen participation, in

and of itself, is the active expression of faith in the dignity and worth of an individual. The question then becomes not what citizens can do to improve the court system, nor whether their contribution is valuable--but, rather, how their participation can be initiated and encouraged.

In Los Angeles we are far behind many of the other great cities of the nation in achieving this kind of participation, and it is one of the goals of my administration to change this situation as soon as possible. But to do so it will be necessary to accomplish two preliminary objectives: first to allay any incipient fears on the part of the judiciary and the bar that public involvement may be disruptive, and second to assure interested citizens that their active participation is a valuable, unique contribution to the administration of justice and the control of crime within their city. The latter may prove the more difficult task, for in a city of nearly 3 million residents, spread over some 465 square miles, a feeling of close identification with the court structure, or, indeed, any governmental institution is difficult to achieve.

One possible step has been proposed by Dean Dorothy Nelson of the University of Southern California Law Center. Dean Nelson suggests that court backlog could be reduced significantly by handling certain non-criminal matters through neighborhood arbitration centers staffed by laymen from the surrounding community. "If your child is being dealt with improperly at school," Dean Nelson said recently, "or if someone breaks your window, your situation may call for justice but it doesn't necessarily require a court's attention. I think we should use qualified laymen in a neighborhood arbitration bureau."<sup>8</sup>

Such an arbitration center, as envisioned by Dean Nelson, might be housed in a neighborhood center which would also include a referral bureau to assist people with other problems and a youth division, administered at least in part by young people. The staff of the center would be trained to fulfill their respective duties, and, in the case of the arbitration center, would include legal paraprofessionals, arbitrators, mediators, and ombudsmen, some of whom would volunteer their

services. The value of Dean Nelson's proposal is threefold: It would assure speedy redress for persons with problems not necessarily requiring a court's time, it would decrease court backlog, and it would involve citizens in the judicial process in an intimate way within their own residential communities.

Another project which we in Los Angeles are seriously considering is the implementation of a pretrial release program as an alternative to the archaic and prohibitive bail bond system. Such a program could use citizen volunteers to process participants and check their records.

It has also been suggested that we use waiting jurors in a volunteer program of service within the courts themselves. Too often in the past jurors have been treated as second class citizens instead of public servants. They have been subjected to endless waiting, numerous delays, frequent postponements, all of which make them wonder if the courts are being run to serve the people or to serve the defense attorneys, the prosecutors, the judges.

Our long range goal in Los Angeles is to set up new procedures to serve the public rather than waste the time of victims, litigants, jurors, and witnesses. However, it may be possible in the interim (and in instances where a certain amount of waiting is unavoidable) to inaugurate programs to use the time of jurors before a trial actually begins. A number of citizen programs, such as those now operating throughout the country, could integrate jurors into their volunteer staff on a short-term basis, thereby increasing their project's potential for service, and at the same time contributing to the jurors' sense of dignity and worth.

Another way to encourage citizen participation, especially in Los Angeles with its large number of Spanish-speaking residents, might be to use special language skills which are available only from certain members of the community. For instance, bilingual members of the public could monitor the translation of exchanges between clients and their attorneys, or witnesses and the court. As Los Angeles attorney Herman Sillas pointed out recently, justice is uncertain for persons

who do not speak the English language.<sup>9</sup> In many court-related transactions, the only person who purports to understand all that is being said is the interpreter. If questions and answers are conveyed incorrectly, it is possible for a legal version of the Tower of Babel to develop without anyone's knowledge. A bilingual citizen observer could serve as a double check on the information conveyed by the interpreter, and might also assist in the repetition of lengthy or complex statements.

The National Advisory Commission on Criminal Justice Standards and Goals has taken a role of leadership in urging not only that citizens should participate actively in crime control within their communities, but also that criminal justice agencies should actively encourage such participation. This is the other side of the coin, and it is a matter in which the courts must take a much more affirmative role than they have in the past.

A recent report of the National Advisory Commission urged: "Criminal justice agencies can do much more, if they actively seek to explain their role to citizens' groups and show how citizens themselves may participate in community crime prevention."<sup>10</sup> This suggestion should become a challenge to the courts of our land, for the criminal court is the central, crucial institution in the criminal justice system. If the courts take the lead in encouraging meaningful citizen participation, then that same kind of participation will follow in all other agencies dealing with the control of crime and the administration of justice.

#### FOOTNOTES

1. The Challenge of Crime In a Free Society, The President's Commission on Law Enforcement and Administration of Justice (Washington D.C., Government Printing Office, 1967), p.280.
2. Speech before the midwinter meeting of the National Conference of State Criminal Justice Planning Administrators, Williamsburg, VA., Jan. 14, 1974.
5. Walter H. Page, LIFE AND LETTERS, Vol. III (1922-1925), 31.
6. A Layman Looks At the Courts, 44 Connecticut Bar Journal, 551-567 (1970).
7. Edgar S. Cahn and Jean Camper Cahn, Maximum Feasible Participation: A General Overview, CITIZEN PARTICIPATION: EFFECTIVE COMMUNITY CHANGE (Praeger Publishers, 1971), p.16.
8. Berges, Dorothy & James Nelson, Los Angeles Times Home Magazine, Aug. 11, 1974, 22-26.
9. Sillas, For Non-English Speaker, Justice is Uncertain, Los Angeles Times, (Part II) July 16, 1974, at 7.
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The Courts - Problem Identification Checklist  
U. S. Chamber of Commerce

Case Backlog and Delay

1. What is the case backlog in the lower criminal courts? In the felony courts?
2. How long is the delay between arrest and sentencing? Between arrest and trial?
3. How long must police wait in court before testifying?
4. To what extent are continuances granted and for what reasons?
5. Do poor case-scheduling procedures contribute to delay?
6. How closely does the judicial process conform to the model timetable for felony cases developed by the President's Commission?
7. How many alleged offenders are in pretrial detention facilities?
8. On the average, how long are defendants confined while awaiting trial?
9. To what extent are courts dealing with cases that could be better handled outside the criminal justice system?

Bail

1. Is bail applied too stringently or extensively?
2. What is the quality of bondsmen?
3. Have alternatives to bail been explored?
4. Is bail really a cloak with which to cover preventive detention instead of dealing with the latter on its merits?
5. To what extent are dangerous offenders released on bail and those charged with lesser offenses detained because they could not raise sufficient money?
6. Are "credit bonds" outlawed?
7. Is the number of bonds that a bondsman is permitted to supply related to the assets backing up the bonds?
8. Do bondsmen pay forfeitures promptly?

Juvenile Court

1. Is there a juvenile court system? How well qualified are the judges?
2. Are youths subject to formal juvenile court action for offenses that would not be considered criminal for adults?
3. Are juvenile court judges exclusively or excessively preoccupied with rehabilitation, with too little concern about public protection?
4. Is there adequate due process in the juvenile court?



### Why Be Concerned?

Let's examine, for a moment, the astounding costs connected with crime:

--From 1960 to 1970, the number of crimes reported in the United States was up 180 per cent while the population grew by only 13 per cent. And, law enforcement officials estimate that there are two to four times as many crimes actually committed as there are reported.

--Some \$1.5 billion is spent each year on the federal prison system alone. The tax burden for this expenditure affects every U. S. taxpayer.

--It costs from \$5,300 to \$14,000 to confine a person in prison for a year.

--It costs governments throughout the country many millions of dollars to bring offenders to court. It also costs a king's ransom, nationally speaking, for private individuals to buy both insurance and security devices in an effort to protect themselves.

--About 55,000 families in America are on welfare now because the husband or father is in prison. Thousands of other families are receiving welfare because their breadwinner is an ex-offender who is shunned on the job market. The bill for this comes to hundreds of millions of dollars annually.

(National Alliance of Businessmen)

CRIMINAL JUSTICE LEGISLATION  
Cost-Effectiveness Considerations

Joanne Spitz  
Midwestern State University

Policies for dealing with offenders and for deterring those who would commit crimes derive from theories of crime analysis. A psychiatrist might say a woman turns to prostitution because of a traumatic experience, such as rape, which may have occurred in her childhood. A psychologist might say she had a poor relationship with her father. A sociologist might believe she grew up in an overcrowded neighborhood. An economist might reason that a woman will turn to prostitution because she can earn more money than she would in a legitimate profession.

The hypothesis we as a society adopt will determine our response to criminal activity. If we support the economist's theory, we may believe we can eliminate prostitution by making it less lucrative. This could be accomplished by raising fines (fines are the most commonly used sanction for prostitution), or by increasing the probability of apprehension (causing the prostitute to pay the standard fine more often). However, if we have made prostitution less profitable without increasing legitimate employment opportunities, we will not necessarily reduce crime; those who were prostitutes may simply find other criminal occupations. The rational economic solution would be to allocate more of our budget to career training and job programs rather than to a tougher criminal justice system.

Legislators often appear to pass criminal justice bills without any consideration of economics. Operation Intercept exemplifies the narrowness of planning which can result in disaster. This program was an attempt by the Nixon Administration to reduce the quantity of drugs (mainly marijuana) smuggled into the U.S. from Mexico. The project began on September 21, 1969, and was terminated on October 11, 1969, 20 days later. Federal enforcement officials who were most concerned with the problem said they were "too sick to talk about it".<sup>1</sup> The failure of this project was predictable. The supply of marijuana

decreased while demand remained constant. This created an increase in the price of the remaining available marijuana as well as an increase in demand for substitute goods. A study of this project conducted at UCLA revealed that in California,

...76 percent of students and 84 percent of patients reported that they increased their consumption of one or more other drugs because of the unavailability of marijuana.<sup>2</sup>

Operation Intercept had a similar impact across the nation.

The marijuana drought took place at a time when, by coincidence, the available supply of heroin made substantial inroads on a population far younger--and somewhat more middle-class--than that previously involved with the drug. Moreover, since heroin is strongly addictive the process was relatively irreversible, even after the end of Operation Intercept had made marijuana easily available again.<sup>3</sup>

A 1971 report<sup>4</sup> estimated that a heroin addict would have to obtain \$25,000 in cash or \$100,000 in goods annually to purchase needed narcotics.

The shortage of marijuana not only caused an increase in the use of other drugs, but also an increase in crimes such as larceny, burglary, robbery, and prostitution, which are frequently engaged in to procure funds for narcotics purchase.

Clearly, Operation Intercept was instituted without consideration of all possible ramifications. The costs of this program, both human and monetary, exceeded by far any benefits it may have produced.

Economic analysis assumes consumers are rational; that is, when they purchase a commodity, they have carefully evaluated the cost of the product and its utility to them. Yet each year we commit large sums of money to purchase services from the criminal justice system with little knowledge of either the cost to us or the benefits we will receive.

As concerned citizens, we must broaden our interest in new programs; from our current concern with cost, we must move to an interest in cost-effectiveness. We must ask not only what crime prevention programs

will cost, but what benefits will accrue to us as a result of our expenditures, and how effective each program can be expected to be.

Most of us could cut down considerably on our food budgets by eliminating costly items ( for example, sources of protein such as cheeses, meats, and eggs) from our diets, but in the long run, it would not be cost-effective. We would become sick more often, lose wages due to absenteeism, and incur greater medical expenses.

The same kind of analysis can be applied to expenditures in the criminal justice system. Some programs will appear to be real "buys"; some will be ineffective no matter how much money is poured into them, still others must be planned carefully so that enough money is spent to make them useful, without overspending.

As citizens, we are frequently called upon to vote on issues such as local police budgets, mandatory sentences for convicted felons, and plea bargaining. These are all basic economic decisions. Should we spend more money for police than the value of the crime they deter?\* Should we detain people for three years in jail, at an annual average cost of \$9,000, even though they will eventually be released? Increasing the length of sentences not only increases costs; it also increases the difficulty (and therefore reduces the probability of success) the criminal has in adapting to society upon his/her eventual release. At present, 90 percent of the cases brought before the criminal courts are plea bargained.<sup>5</sup> If we reduced this by 10 percent, we would double existing court costs. Can we afford such a step?

Many will argue that these should be moral decisions rather than economic decisions; however, history shows that moral considerations have not taken precedence over economic considerations. Probation was instigated and maintained by volunteers in 1841. Probation was first officially legislated in 1878 when Massachusetts passed a law

\*The difficulty of these economic decisions is great, because in order to make such choices, we must place a monetary value on things not normally purchased.

providing for the appointment of a paid probation officer for the courts of criminal jurisdiction in the city of Boston.<sup>6</sup> Criminals didn't become less threatening in 1878; rather, society realized that it was much less costly to supervise ex-offenders in the community than to incarcerate them. The same revelation has now occurred with respect to community corrections. Although most crimes are economic in nature, economic analysis of criminal activity has largely been ignored in the past. It is our responsibility to demand that expenditures for crime prevention be evaluated carefully, in terms of their payoffs, before they are incurred. When money is about to be appropriated, our legislators should be able to furnish us with answers to the following questions.

1. Is a similar program in existence anywhere else? If so, and if it has been operating for more than one year, information should be available on costs to date, as well as on projected future costs. In addition, it may be possible to obtain an evaluation of problems, benefits, and predicted long-term results. A community which is contemplating a costly project resembling others which have not yet been evaluated might find it worthwhile to finance an evaluation of the existing project prior to committing funds to its own.

Example: Various states and institutions get caught up, as do individuals, in "keeping up." Because one state has a program, planners in another want it too. Unfortunately, plans are often made without evaluation of programs in neighboring states. In a 1976 national study of state women's institutions', cosmetology was the second most commonly cited vocational program offered by the responding institutions. The stated goal of training programs for prisoners is to increase the employability of the participants upon their release; but a total of 24 states restrict cosmetology licenses by either requiring "good moral character" or denying a license to an applicant convicted of a felony involving moral turpitude.<sup>8</sup> If a follow-up data on program participants had been maintained at one of these institutions, the others could have seen that this was not a cost-effective program; training people for jobs which they will not be allowed to hold is obviously a waste of tax dollars, as well as human energies.

2. What will the start-up costs of the program be, and what will be the total cost for the duration of the project (adjusted for inflation)? Can the program be guaranteed the entire amount? Frequently, very promising programs, involving large initial expenditures, are begun, and their funding is terminated before substantial progress can be made. This is one of the reasons many people who have been involved in the criminal justice system for a number of years show little enthusiasm for new programs. A program without sufficient funds to see its objectives through will end with wasted dollars, disappointed supporters, and inadequate results.

3. If the program succeeds, will money be available to perpetuate it? This is an important consideration, particularly for programs financed by federal grants, which often will support a program for two to five years, then terminate funding. At this point, the state must cover the costs of the program. Such demands on a state budget can be met only if they are recognized well in advance.

4. Are funds available to pay for a professional evaluation?

5. Who is paying for the project--federal, state, or local government? What are the opportunity costs of this program? Does creating a halfway house mean there will be less money for vocational training? Will taxes be increased to support the new program?

Example: If land is used for a new institution, the state will lose property taxes in that area and may have to increase taxes on other property.<sup>9</sup> This was one of the reasons that the residents of Cambridge, Massachusetts, did not want the JFK Museum in their city. If the need for tax dollars remains constant, existing taxpayers will be required to increase their contributions as the tax base shrinks through dedication of previously taxable property to institutions which are tax-exempt.

6. What will the staffing needs of the program be? Could some of these positions be filled by volunteers?

7. What are the anticipated benefits, both tangible and intangible? Will the program involve a reduction in costs, as in the case of probation and halfway houses vs. total institutions? Will the program reduce crime and increase the community's feeling of security, as the Community Watch Programs do?

Rational economic decisions must be based on answers to these questions. It is only on this basis that cost and effectiveness can be evaluated, and informed choices made. It is our responsibility as concerned citizens to see that programs are well planned and efficiently run.

Some Potential Costs and Benefits of a Diversion Program

	Benefits	Costs
<u>Real</u>		
Direct Tangible	Low incarceration expenditures	Program costs
Direct Intangible	Better citizens	Price increase
Indirect Tangibles	Output of diverted individual	Potential crime increase
Indirect Intangible	Societal benefits feelings of well being	Societal increase in fear

Pecuniary

Relative decrease in wardens' salaries

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Source: Correctional Economics Center, A Handbook of Cost Benefit Techniques and Applications, (Washington, D.C.: American Bar Association, 1975), p.9.

## NOTES

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6. Robert Carter and Leslie Wilkins, Probation and Parole, (New York: John Wiley & Sons, Inc., 1970), p. 12.
7. Joanne Spitz, "Manpower Training Programs for Incarcerated Women," (Master's Dissertation, Northeastern University, 1977), p. 17. This is based on a response rate of 83 percent.
8. National Clearinghouse on Offender Employment Restrictions, Laws, Licenses, and the Offender's Right to Work, p. A-4.
9. Correctional Economics Center, A Handbook of Cost Benefit Techniques and Applications, (Washington, D.C.: American Bar Association, 1973).



## When it costs up to \$10,000 a year in taxes to keep a man in jail, he's not the only one who's paying for his crime.

It's a proven fact that if an ex-offender doesn't get a job after he comes out of jail, sooner or later he'll probably wind up back in it.

And that's not just a waste of money.

It's the waste of a man.

That's why we at the National Alliance of Businessmen want you to call us if you can give ex-convicts a chance, by giving them a job.

Because last year billions of dollars in taxes were spent on crime prevention and correction.

Which means the criminal isn't the only one who's paying for his crime.

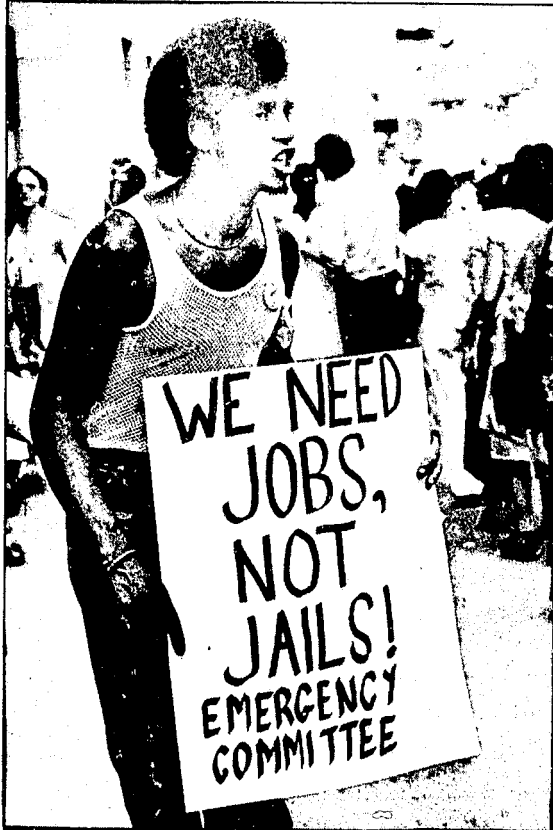
We all are.

Help America work.

 The National Alliance of Businessmen



ALTERNATIVES



INS/cpf

RESTITUTION: AN ACCEPTABLE ALTERNATIVE  
TO PUNISHMENT AND REHABILITATION?

Chester L. Chiles  
University of Texas at Austin

Punishment is apparently a normal, if not a universal, societal response to the convicted criminal offender. The causes of punishment as a response to crime are not clear, but probably involved is a desire for revenge as either a learned or innate response, a belief that punishment modifies undesirable behavior, and a belief that punishment will deter others from crime. Whatever the cause, punishment has deep roots in the customs and traditions of all major societies of the world. Indeed, it is difficult to imagine an organized society where there would be no unpleasant consequence to theft, assault, tax evasion, traffic law violations, and other kinds of serious crimes. Social control mechanisms operating outside the criminal justice system provide penalties for socially disapproved behavior. Parents use a variety of punitive measure for socializing and training their offspring. Expulsion, ostracism, verbal disapproval, discharging, fines, and sometimes corporal punishment are used by schools, churches, businesses and other social organizations to punish persons who engage in various kinds of disapproved behavior.

There are people who believe that the wrongdoer deserves to be punished, and that it is the duty of the state to provide the punishment. This notion is a part of the Judeo-Christian ethic with its concept of hell and a punitive God. St. Thomas Aquinas saw a need for punishment as indicated in the following statement:

Even after the stain of crime is removed there still remains a need of punishment for the healing of the powers of the soul which were disordered by the previous sin. These powers are to be cured, as it were, by contraries. Again punishment is required to restore the equity of justice, and for removing the scandal caused to others, so that, just as they were scandalized by the crime, so they may be edified by the punishment. (quoted from Friel, 1939:41)

Most modern criminologists, however, tend to see punishment as justified, if at all, by its deterrent effect on others and its tendency to

modify behavior. The deterrent notion is well stated by former Chief Justice William Howard Taft:

The chief purpose of the prosecution of crime is to punish the criminal and to deter others tempted to do the same thing from doing it because of the penal consequences ... It is a mistake of huge proportions to lead criminals by pampering them, and by relaxing discipline of them and the harshness of prison life, to think that they are wards of the state for their comfort, entertainment, and support. (quoted from Menninger, 1968:194)

Van den Haag (1968:204) more recently wrote of the deterrent value of punishment, pointing out that rewards and punishments do modify behavior as shown in laboratory experiments. Responsiveness to danger, he pointed out, is found in human beings and we often refrain from doing what we would otherwise like to do because of the danger involved.

As is well known, however, there are opponents of punishment as a part of the criminal justice system. Some criminologists, such as Barnes and Teeters (1959:286), have doubted the alleged deterrent effect of punishment and see the idea of deterrence as being inconsistent with the idea of "free will" upon which the deterrent argument has frequently rested. Menninger (1968:78-89), among others, believes there is much injustice in our criminal justice system. Not only do many people who commit punishable crimes go unpunished, but many people who commit crimes do so because they have previously been dealt with unjustly. Thus punishment often does not "restore the equity of justice" as Aquinas supposed, but often increases the inequity that exists in the social system.

Punishment is often opposed because it is seen as being antithetical to "treatment". Treatment, or reformation of the offender, is apparently thought to have significant implications for preventing recidivism and reducing the crime rate. While most of the money that goes into dealing with the convicted offender is spent for largely custodial functions, a significant amount is also spent for counseling, vocational training, education, and therapy of the offender. A significant amount of federal funds appropriated by the Crime Control and Safe Streets Act has been allotted to correctional programs, apparently in the belief that correctional programs may reduce recidivism. Chief Justice Warren Burger (1972:1) wrote, "If we are to have any hope of correcting, reforming,

rehabilitating, or changing imprisoned criminal offenders, we need a wide range of programs including diagnosis, counseling, education and vocational training, and often intensive psychiatric therapy - and perhaps other steps not yet explored." Treatment professionals such as social workers, psychiatrists, psychologists, some sociologists, and some educators, tend to be primarily concerned with the needs and well being of offenders who become clients, or potential clients, through the correctional system. They tend to see punishment as being against the best interests of their client population.

Treatment, as a major response to crime, has two limitations, (1) the majority of offenders, not being apprehended, run no more risk of being treated than they do of being punished, and (2) there is no evidence that mass treatment programs are effective in reducing criminal or delinquent behavior. The vast majority of offenders commit property offenses; robbery, burglary, larceny, and auto theft. In 1970 the arrest rates for these offenses were 29%, 19%, 18%, and 17% respectively (F.B.I. 1970:32). In addition to the reported offenses, a large portion go unreported and many go undetected. Of the minority of offenders who are caught, convicted and sentenced to prison, a recidivism rate of about one-third obtains (Glaser, 1964:15). Morris and Hawkins (1970:11) reported that the English prison system has a similar success rate, and stated:

There is some evidence to support what Nigel Walker calls 'the hypothesis of the interchangeability of penal measures.' This is the hypothesis that of the offenders who do not repeat their offenses after a given type of sentence all but a few would have refrained similarly after most other kinds of sentence - in other words, that for most offenders penal measures are interchangeable.

In a study of various correctional programs in California; including imprisonment vs. probation, length of sentence, treatment programs in prisons, and intensity of probation supervision; Robison and Smith (1971: 80) conclude that "There is no evidence to support any program's claim to superior rehabilitative efficacy."

To further damage the case for treatment of criminal offenders is the fact that professionals are not in agreement as to the kind of treatment that offenders need. The question has not been resolved as to whether most criminal behavior is the result of inner maladjustments or abnormality

or the result of outer social circumstances, influences, and opportunities. Social workers and psychiatrists tend to see the personal maladjustments of offenders, educators tend to see educational and vocational skill deficiencies, and sociologists tend to emphasize social conditions and relationships conducive to criminal behavior. There is difficulty, however, in linking any given mental problem, educational or vocational deficiency, and any given social condition to criminal behavior. Perhaps the sine qua non of behavior which the actor knows to be injurious to the welfare and rights of others is in that instance a lack of pity and probity as asserted by the Italian criminologist, Raffaele Garofalo. That view would make criminal behavior essentially a moral problem without begging the issue as to the relative merits of punishment or treatment.

In the light of the injustice and ineffectiveness of punishment and treatment as primary measures against crime and delinquency, it is proposed in this paper that where a tort is also a crime, criminal and tort law procedure might be combined so that the amount of damages would be determined in a criminal case and an order entered for restitution. The correctional process, then, would not be to either punish or correct the offender per se, but rather to use the coercive power of the state to effect restitution, thus correcting the maladjusted relationship between the offender and the offended by correcting the wrong that has been done. Such a procedure would, it is held, be as nearly just as the realities of life permit. It would provide a rational but unpleasant experience for the offender which would relate the offense to the consequences as imprisonment or probation alone do not do. At the same time it would negate the dilemma of what treatment program to use with what offender. If an offender has a mental problem or an educational deficiency, treatment or education should be offered him, but treatment or education should not be substituted for his primary responsibility to make restitution.

Restitution as a consequence of criminal behavior is, of course, not a new idea. It is frequently a condition of probation in many jurisdictions. What is proposed here, however, is that sentences not be for a term of years or months on probation or in prison but rather be for a specified amount of restitution.

Arguments against a system of restitution in lieu of punishment and treatment are (1) a rich person could commit crimes and go unpunished because he has money to make restitution, (2) most offenders do not have resources to make restitution, and (3) there are offenses for which there is no adequate monetary compensation, such as rape and murder. The first objection can be met by pointing out the fact that the rich have an advantage under our present punitive criminal justice system in that the system is biased in their favor from arrest to sentencing. Furthermore, under tort law punitive damages can be awarded, and the risk of financial loss through wrongdoing can be great, or at least as great as the rich person's present risk of being imprisoned for a crime. It is probably true that most offenders do not have resource to make restitution, but the purpose of the correctional system could be to assist the offender in holding or obtaining a job, and with budgeting, so that he or she can make restitution. If that can be done in the community, probation services could be directed to that end. If, for any given offender, restitution will not be made with him at large, institutional opportunities for remunerative employment could be provided. When he has earned enough to make restitution, he should be released. If psychiatric or other treatment or educational services are needed while the offender is imprisoned or on probation, they should be provided.

There are both ancient and modern precedents for a criminal justice system in which restitution is a major purpose. In the early middle ages a code of compensation of the victims of crime developed. The compensation was paid by the offender or his family to the offended or his family. Fines and penance were also used to rectify wrongs. Of these practices Barnees and Teeters (1959:288) wrote, "Our barbarian ancestors were wiser and more just than we are today, for they adopted the theory of restitution to the injured, whereas we have abandoned this practice, to the detriment of all concerned." Some of our states (California, New York, Massachusetts, Hawaii, Maryland) now have legal provisions for compensation of victims of violent crimes, but the compensation is paid by the state. And some European countries, including West Germany, have legal provisions whereby a tort action can be joined with a criminal action, in which case the

court not only determines guilt or innocence but also the amount of damages if the finding is guilty (Morris, ed., 1966:7).

#### THE STUDY

As might be suggested by the above ideas, a research project was designed to determine (1) the relative success rates of probationers who make restitution and those who do not make restitution, (2) the attitudes of probationers toward restitution, (3) the relative satisfaction with criminal justice of victims who receive restitution and victims who do not receive restitution, and (4) the relative attitudes of the general public toward offenders who make restitution and those who do not make restitution. Research on the last question is the subject of this report.

A punitive attitude scale was constructed consisting of a list of five first offenses intended to be progressively more serious. The five offenses were (1) drunk and disorderly, (2) property offense (burglary, robbery, larceny, forgery), (3) assault on a stranger necessitating hospitalization but causing no permanent injury, (4) forcible rape of a stranger resulting in pregnancy, and (5) murder of a woman after having raped her. The respondents were given a choice of the following eight punishments for each offense: (0) reprimand and release, (1) probation, (2) a short jail sentence (maximum 18 months), (4) a moderate state prison sentence (about 2 years), (5) a severe state prison sentence (3 or more years), (6) life imprisonment, and (7) execution. Items 0 and 1 were scored 0, items 2 and 3 were scored 1, items 4 and 5 were scored 2, and items 6 and 7 were scored 3. Thus the total scores for the five offenses could range from 0 to 15.

For purposes of this study two forms of the scaled offenses were used. Form A made no mention of restitution, compensation, or amends. Form B contained a statement for each offense that the offender had offered to make amends, restitution, or compensation for the offense. The hypothesis was that the general public would recommend less punishment for the offender who made restitution or amends for his offense. The hypothesis was tested by comparing the mean scores of respondents completing Form A and respondents completing Form B.



If the scale is unidimensional there would be an agreement among the respondents that each subsequent offense listed is progressively more serious than the preceding offense and that each punishment listed is progressively harsher than the preceding one. Thus a respondent would not recommend a harsher punishment for a less severe offense. Form A had 9 errors for 88 respondents, an error rate of 10.3%, and Form B had 10 errors for 93 respondents, an error rate of 10.8%. Using the Cornell scalogram, Form A has a reproducibility of 88.9%. Form B has a reproducibility of 86.1%.

#### THE SAMPLE

The sample was obtained in Austin, a city of a quarter of a million people located in central Texas. Austin is the capitol of Texas, and The University of Texas with 42,000 students is located there. There are some electronics and small manufacturing firms in Austin, but no heavy industry. There are three other colleges and one other university located at Austin. Thus there is a high portion of students, faculty, white collar and professional workers in Austin. Eleven percent of the population is black and fifteen percent have Spanish surnames.

The sample was selected randomly from the pages of the Austin telephone directory. A telephone directory is somewhat biased in that not everyone has a telephone, and not all telephone numbers are listed. Thus, the study may not reflect the attitudes of the population of Austin as a whole, but the occupations of the respondents are listed and the sample is probably not significantly biased for student, white collar and professional categories. The selection of respondents to receive Form A and Form B is not biased. There were 20.7% more male than female respondents.

Respondents were contacted by telephone and asked if they would be willing to fill out a questionnaire stating their recommended punishment for each of five offenses. Two hundred seventy-one persons were contacted by telephone. Forty-six refused, and 225 questionnaires were sent out. Form A and Form B were sent alternatively to every person in the sample.

An attempt was made to obtain an equal number of male and female respondents, but finally there were approximately 21% fewer women. One hundred eighty-one questionnaires were returned - 88 of Form A and 93 of Form B. That is a return of 66.8% of the total number of persons contacted, and a return of 80.4% of questionnaires sent out.

Respondents listed age, sex, education, occupation, race, religion, and characterized themselves politically on a seven step scale from very conservative to radical. Ages ranged from 17 to 90 with the median age being 31. There were 82 women and 99 men in the sample. Fourteen respondents had not completed high school; 42 had completed high school only; 63 had more than 16 years of formal education; and 3 did not indicate the amount of education they had experienced. The sample included housewives, students, professionals, educators, clerical workers, laborers, military personnel, businessmen, salesmen, technicians, and retired persons. Sixty-seven were identified occupationally with the academic community as students, teachers, or administrators. Three respondents did not list occupation, and it was not possible to categorize meaningfully many of the remaining 111 respondents. For purposes of this study the latter group will be called "the silent majority."

Of the 181 respondents, 156 indicated they were white, 14 did not indicate race, 8 indicated they were black, 2 indicated they were Mexican-American, and 1 indicated being Chinese. The sample was predominantly protestant. Forty-one respondents either indicated no religious preference, non, or left the item on religious preference blank. Politically, 89 respondents listed themselves as conservative, 83 listed themselves as liberal, 2 indicated they saw themselves as radical, and 7 did not indicate their political orientations. The sample was overwhelmingly white, protestant, well educated, middle-class, and well balanced politically from very conservative to very liberal.

#### FINDINGS

There is sufficient evidence to accept the general hypothesis that the general public will have a less punitive attitude toward offenders who offer to make restitution. The mean score of respondents who com-

pleted Form A (no mention of restitution) is 6.50 whereas the mean score of those who completed Form B (compensation, restitution, or amends offered) is 5.94. With Ns of 88 and 93, and variances of 2.66 and 4.62 respectively, and using the t test the difference between the means is significant at the .05 level. There is also a significant difference ( $F = 1.73 > 1.70$  at the .01 level) between the variances of the scores of respondents who completed Form A and Form B, another indication that the offer of restitution has some effect on the punitive responses. The significant difference in means, however, is contained in the men's scores and is absent from the women's scores. The mean for men on Form A is 6.75 whereas the mean for men on Form B is 5.86. With Ns of 48 and 51, and with variances of 2.4 and 2.5 respectively, using the t test the difference is significant at the .01 level. The mean for women on Form A is 6.20, and for women on Form B the mean is 6.02. With Ns of 40 and 42, and with variances of 2.8 and 4.6 respectively, the difference in means is insignificant.

On the average do men or women tend to be more punitive? For respondents of Form A, the difference between the mean scores for men and women, 6.75 and 6.20 respectively, is significant only at the .10 level. For respondents of Form B, however, the mean score for women was greater than the mean score for men, 6.02 and 5.86 respectively, but the slight difference has no statistical significance. The possibility is that women may be less punitive than men on the average, but may also be less influenced or impressed with an offer of restitution or amends by the offender.

The highest mean score of any category tested, 7.23, was found for the age group of 25 to 34 inclusive for Form A. For this category the N is 17 and variance is 1.82. Using a two-tailed test there is a significant difference between this category and the 17 to 24 ages group ( $N = 27$ ,  $\bar{X} = 6.14$ ,  $s^2 = 1.97$ ) at the .02 level, and the 35-49 ages group ( $N = 25$ ,  $\bar{X} = 6.20$ ,  $s^2 = 2.66$ ) at the .05 level. The 50 and older age group has a mean of 6.73, and  $N = 19$ , and a variance of 2.09. The difference in means of this age category and the 25 to 34 age group is significant only at the .20 level. For each age category, the mean scores of the respondents of Form B were lower than for Form A, a fact consistent with the

general hypothesis. For only one age group, however, the 25-34 year olds, is the difference statistically significant. The mean for that age group for Form B is 5.89,  $N = 19$ , and  $s^2 = 5.488$ . The mean score on Form A for this age group is 7.23, a difference which is statistically significant at the .025 level. There are no significant differences between age categories for respondents of Form B.

The sample was composed primarily of students, teachers and faculty, professionals, white collar, and upper blue collar workers. The only definite categories that could be made were (1) students, teachers, and faculty, and (2) others, which for want of a better characterization is designated by the term "silent majority." There is no difference in the means of group 1 and group 2 of respondents of Form B, each mean being 5.9. There is a significant difference in variances, however. The student, teacher and faculty group has an  $N$  of 36 and  $s^2 = 7.7$ , whereas the "silent majority" group of Form B has an  $N$  of 56 and  $s^2 = 2.8$ , a difference in variances which is statistically significant at the .01 level. The academic community apparently varies more in its response to an offer of restitution than do others. There is no significant variance in the responses of the "silent majority" and the academic people for Form A. For Form A the "silent majority" has an  $N$  of 55,  $\bar{X} = 6.7$ , and  $s^2 = 2.56$ . Students, teachers and faculty have an  $N$  of 31,  $\bar{X} = 6.10$ , and an  $s^2 = 2.65$ . The difference between the means is significant using the two-tailed  $t$  test, at the .10 level. The difference between means of Form A and Form B for the "silent majority" is significant at the .01 level in the direction predicted.

Respondents were asked to characterize themselves politically and were given choices from very conservative to radical. Respondents checking any of the conservative choices were counted as conservative, and respondents checking any of the liberal or the radical choice were counted as liberal. For Form A, conservatives had an  $N$  of 39,  $s^2 = 2.66$ , and a  $\bar{X} = 6.84$ . Liberals on Form A had an  $N$  of 46,  $s^2 = 2.34$ , and a  $\bar{X} = 6.15$ . Conservatives might be expected to be more punitive in that concepts of conformity and "law and order" have been associated with conservative politics. Using a one-tailed  $t$  test the difference in mean scores between conservatives and

liberals is significant at the .025 level. For Form B conservatives had an  $N = 50$ ,  $s^2 = 4.07$ , and a  $\bar{X} = 6.18$ . Liberals on Form B had an  $N$  of 39, and  $s^2 = 4.56$ , and a  $\bar{X} = 5.41$ . The difference in mean scores for conservatives and liberals on Form B is significant at the .05 level. Differences in means for conservatives of Form A and conservatives of Form B, and for liberals of Form A and liberals of Form B, are also significant at the .05 level. Conservatives of Form A have the highest scores as expected, and liberals of Form B have the lowest scores as expected. The comparison of means scores of conservatives and liberals on both forms supports the general hypothesis that the public will be less punitive toward offenders who offer to make restitution.

#### CONCLUDING OPINION

Punishment of the convicted offender in some form will probably be a part of the criminal justice system in the future as it has been in the past. In recent years there has been an increase in the use of probation and parole in lieu of imprisonment. By 1969 California was committing to prison only 9.8 percent of persons convicted in Superior Courts (Smith, 1972:48). Imprisonment will no doubt be continued as a part of the penal system, however, and between 1967 and 1970 there was a slight increase in federal and state prison populations (NPS Bulletin, 1972). Treatment, education, and rehabilitation will continue to be a part of the penal system. Reform in the criminal justice system, however, will probably be in the direction of eliminating bail and pre-trial detention for most offenders, definite and equal sentences for equal offenses in place of indeterminate sentences, elimination of moral offenses from criminal law, a greater use of fines in lieu of imprisonment, and a greater emphasis on restitution to the victim by the offender. Whereas the present concept of corrections is that of correcting the behavior of the offender, the future concept of corrections may well be that of helping and/or coercing the offender to correct the wrong done to the victim. This study indicates that when restitution is offered the public will demand less punishment for the offender. If the system provided for an assurance of restitution through the helping and coercive

powers of the state, the public might well accept restitution in lieu of any formal punishment or treatment of the convicted offender.



39476

CRIME RESISTANCE

Federal Bureau of Investigation

Birmingham, Alabama  
Police Department

DeKalb County, Georgia  
Police Department

Norfolk, Virginia  
Police Department

Wilmington, Delaware  
Bureau of Police

MESSAGE FROM THE DIRECTOR

When we committed the Federal Bureau of Investigation to these crime resistance programs, I was aware that a significant reduction in crime could be achieved only in the long term. Our initial purpose was to demonstrate that communities would look to law enforcement for guidance in setting up programs and in providing them with current information that would make them less vulnerable to crime. It was my hope that these task forces would develop guidelines that other departments could adopt to stimulate their own communities to engage in crime resistance programs—programs offering promise and yet able to be conducted within present budget limitations. This report clearly supports the view that citizens can and will be involved in individual and community self-help efforts that reduce the opportunities for crime.

Helping citizens to resist crime is not another community relations program. It is, instead, a distinct law enforcement function. Educating and alerting people to how they can reduce their vulnerability to the crimes about them is a continuing responsibility of law enforcement, and it is as necessary as a patrol force. Like other selective enforcement techniques, crime resistance efforts can be concentrated when necessary to address the vulnerabilities of particular sex and age groups and to alert people to specific crime problems in identified geographic areas of their community.



## BIRMINGHAM

*Birmingham, Alabama, is an industrial city of 380,000 people located in the north central section of the state. The main industry in the city is steel, with the median income being \$8,692. The city's ethnically mixed population is served by the 680 sworn officers of the Birmingham Police Department.*

Trafficking in stolen property was the target of the Birmingham task force, and they took on the problem with considerable speed and fanfare. Their efforts have been closely interwoven with the regular operations of the Birmingham Police Department, with benefits to both the department and the task force.

The city has been the site of heavy commerce in stolen property in recent years, especially television sets taken in home burglaries, stereos and tape decks stolen from automobiles, and most recently, citizens band radios. The police property room, as repeated crime resistance television spots have emphasized, has been jammed with unreturnable stolen goods. Thus, the task force launched a campaign to mark personal property in order to make it less likely to be stolen and more readily returnable if stolen.

The city had been trying for several years to stem the flow of stolen property through a police-oriented marking campaign, but had met with little success: The effort had been characterized by public apathy. This time, with the particular neighborhood-centered approach of crime resistance, the effort appeared to be far more successful. Chief Parsons says he was doubtful at first, but found that there was "a groundswell of volunteerism" that had not been tapped before. Many indirect benefits seem to have arisen from this effort, including increased neighborhood cohesiveness, improved police-community relations, and positive community action.

Much of the job of community organization had already been accomplished, as the city of Birmingham is divided into 84-separate districts, each with elected officers. These organizations and the

crime resistance campaign seemed made for each other. Crime resistance fit in naturally with this neighborhood-oriented community structure and in fact gave it some direction. Presidents of the neighborhoods organized groups of block and street captains. Armed with etching tools, these individuals headed teams that went door-to-door and described to residents the virtues of marked property. Citizens were advised to use their Social Security or Alabama driver's license numbers for easy identification. For the elderly, who might have trouble with the etchers, the Boy Scouts volunteered to assist the marking campaign in their own neighborhoods. All 84 neighborhoods are now involved in a marking program.

Task force officers drummed on the etching theme during evening hours at the monthly neighborhood meetings. Speaking of the rise in thefts of CB radios - from 56 in August 1975 to 350 in December 1975 - one officer told a neighborhood group that juveniles sell stolen CBs for \$20 or the equivalent in drugs. "So if you have a CB radio and don't have it marked, you could be buying drugs for some kid," he said. "But marked, the radios are nearly worthless. We've had them drop them right down beside the car when they find the numbers. I don't believe they will steal anything that is marked."

Another tactic has been to have repair shops - 85 of them throughout the city - mark television sets and stereos with the customer's license number or Social Security number when they are repaired. In addition, major CB radio outlets are now etching the serial number on the chassis of CB radios and recording this same number on the company's business card, which is given to the CB radio owner to carry in his wallet.

A police-sponsored group of CB enthusiasts stages its own marking program on weekends in various shopping centers. To encourage other CB radio owners to mark their radios, the same group, along with the Birmingham Traffic Bureau, has begun a campaign in which leaflets are placed on vehicles with CB antennas.

To aid in implementing the property identification program, four hundred etchers were purchased with the help of the Jaycees, a local bank, the Insurance Adjustors of America, and the city. House decals were purchased with assistance from the Birmingham Civitan Club.



**YOUR CB  
IS STOLEN!**



**IN THE TIME IT TOOK TO PLACE THIS NOTICE ON YOUR CAR,  
A THIEF COULD HAVE EASILY STOLEN YOUR CB RADIO.**

**TO PREVENT THESE THEFTS, WE RECOMMEND:**

- (1) MARKING CB RADIOS WITH ALABAMA DRIVERS' LICENSE NUMBERS.
- (2) LOCKING YOUR RADIO AND ANTENNA IN YOUR TRUNK WHEN PARKING YOUR CAR.

**YOUR RADIO WILL BE MARKED FREE AT POLICE SERVICE  
CENTERS AT 2900 27th STREET NORTH.**

**1236 TUSCALOOSA AVENUE SOUTH WEST,**

**OR**

**HAVE YOUR RADIO MARKED BY  
PACER OPERATION IDENTIFICATION DAYS.**

**CUT CRIME, JOIN THE RESISTANCE**

**254 - 2710**

*W. A. O'Hann*  
MAYOR

*James C. Parsons*  
CHIEF OF POLICE

*Notice placed on automobiles encourages CB owners to mark their radios.*

At first the Birmingham task force took on more than it or the police department could handle with respect to one tactic it pursued. It secured an agreement with the major department store chains to send the names of their customers and the serial numbers of all television sets sold to the police department for entry into its computer. That would have been a major percentage of the 38,000 sets sold in the city every year, but the data processing people in the police department couldn't handle the volume.

With all of this marking going on, the Birmingham Police Department decided to try for a greater recovery of stolen property. It set up a fencing detail and a property "hot line" which allows citizens to call in with anonymous information about stolen property and to check whether items they have received are stolen.

Businessmen are also taking advantage of the "hot line." When a businessman is given the opportunity to purchase an item from a citizen, he may call the "hot line" giving his name, phone number and serial number of the item. The operator then checks the serial number through the National Crime Information Center (NCIC) and calls the businessman back advising him if the serial number is listed in the computer. Local media have cooperated by publicizing the telephone number. It is obvious a thief could also use this "hot line" number, but to date the advantages seem to outweigh the disadvantages. The inquiries are averaging 15 a week.

Another effort has been to collect serial numbers of business machines from repair shops and run them through the NCIC computer on a weekly basis. The cooperation from high volume "walk-in" repair shops was most valuable because those shops are most likely to receive stolen machines. The task force reported receiving three "hits" the second month the project was in operation.

One objection that had to be overcome was a fear expressed by some shop owners that a customer, identified as a holder of stolen property through this effort, would find out who had reported him. The owners

were advised that this might occur, but that their identities would not be made public if at all possible. The owners were also reminded of their civic duty to help curb crime.

Some of the other achievements of the Birmingham task force are:

- . A major department store agreed to place the crime resistance logo in its newspaper ads for television sets.
- . The post office in Birmingham adopted the crime resistance slogan on cancellation of all letters for one month in the Fall of 1976 (see Appendix 7).
- . One of the area's largest grocery chains has agreed to print the crime resistance logo on its grocery bags.
- . The telephone company ran a series of articles about the crime resistance effort in its customer newsletter.
- . The Birmingham Advertising Steering Committee agreed to develop an advertising campaign to encourage citizens to "Join the Resistance" and mark their personal items.

The real key to a successful crime resistance program is citizen involvement. Birmingham aroused citizen interest through 20 television appearances, 15 radio shows, 54 newspaper articles and 88 speeches before various audiences. As interest in the program grew, four local companies published crime resistance articles in their own publications. The telephone company published an article in its paper that reaches 3,200,000 subscribers, as did the power company, with 190,000 subscribers.

## DEKALB COUNTY

*DeKalb County, Georgia, is a warehousing distribution center as well as a regional headquarters for many businesses. This residential community located adjacent to and east of Atlanta is a middle class suburban county with a population of 463,000, 33.5 percent of whom are youths, ages 17 and younger. The mean income per household is \$17,016. The DeKalb County Police Department employs 364 sworn officers.*

From projects conducted in DeKalb County, it appears that the problem of crimes against youths can be addressed through citizen participation through many existing resources: the schools, the Parent-Teachers Associations, the parks and recreation department, and parents - and each one of these resources in DeKalb County was tapped.

The number of reported crimes against youth in the county was relatively small in comparison with other crimes. Nevertheless, the strategies tested there may well be applicable, with some adaptation, to most other parts of the country.

An analysis of 1,160 reported crimes against youth showed that larceny (principally bicycle thefts) represented 43 percent of the crimes committed against youths; assault, 19 percent; sex offenses, 15 percent; and child abuse and neglect, almost 11 percent (see Appendix 8).

Before crime resistance, the county had a block parent structure designed to provide a safe haven for children who felt threatened, but it was loosely organized and, like many other such efforts, had largely fallen into disuse. Rather than attempt to revive the entire system involving 82 elementary schools, the task force decided to concentrate on one target area. The area the team selected had 15 schools and experienced 45 percent of the reported youth victimization. Nine schools had block parent programs, some more active than others.

Working through the safety chairman of the county PTA, the task force was able to persuade the principals and PTA presidents of five of those schools that were not actively involved in the program to adopt it and to join the others in a coordinated block parent operation throughout the area. The task force held meetings with each school's PTA or existing block parent group.

As other task forces had found, the use of timely, accurate information is crucial in getting people to sit up and take notice. Discussion of the youth crime statistics for the target area caused parents and school officials to realize that crime against youth in that area was a problem needing immediate attention. The block parent program appeared to be an appropriate vehicle to muster community involvement.

Supervision of each school's block parent effort is up to either the PTA safety chairman or a designated block parent chairman who in turn seeks out mature, responsible block parent volunteers- preferably at least one per block. As a check on the volunteer's trustworthiness, each is required to undergo a criminal record check. The community services unit of the DeKalb County Police Department coordinated the screening of prospective block parents. The task force assisted in the recruitment of approximately 100 block parents. One school failed to start a program because several PTA members were opposed to the screening process. They felt a volunteer should be accepted without screening. The county PTA executive council supported the police department in requiring the criminal records check.

The task force wrote a carefully designed set of instructions for block parents. Among the duties spelled out for the volunteers are:

- . Being aware of suspected and known criminal activity within the neighborhood, which may be directed at youth.
- . Reporting such activity to the police department and other block parents.
- . Providing their homes as a safe refuge for a child who has been threatened, attacked, or is in fear of being harmed.

- . Engendering among parents and neighbors leadership and responsibility in making a safe and secure neighborhood for children.
- . Engaging actively in a telephone alert network among block parents to thwart victimization of youths.
- . Creating responsible neighborhood action in assisting in crime prevention and detection.

The task force designed and implemented a block parent telephone network within and among 14 participating school districts in the county. Either the block parent, the block parent chairman, the crime resistance officer assigned to the operation, or the school principal can initiate an alert.

Among the causes for such an alert are:

- . Unidentified or suspicious youths or adults roaming the neighborhoods during periods when younger children are at play or going to or from school.
- . Unidentified or suspicious vehicles cruising the neighborhoods.
- . Children accosted by unknown adults or older youths.
- . Situations which appear to reflect a child being enticed by a stranger.
- . Any other incident suspected or known to involve the criminal victimization of a youth.

The DeKalb block parent effort is in constant touch with one receives each police incident report involving a youthful victim of the crime resistance officers, designated as block parent analyst, who advises the individual chairman regularly about crime incident patterns in their neighborhoods. Every day, the task force analyst receives each police incident report involving a youthful victim, and advises the appropriate block parent chairman of this information when that step is warranted. In this way the network is kept humming and the children are protected.



When on duty, each block parent has a large yellow sign with black BLOCK PARENT letters in his or her window. The parent receives instruction in first aid, emergency telephone numbers, procedures for reporting crime and suspected criminal activity to police, types of possible criminal situations that might occur, procedures for operating the telephone alert system, and procedures for assisting a child in need.

As a result of the response of the participants, the task force is now in the process of spreading the block parent program throughout the entire county.

Bicycle theft, although not a major crime, is a significant crime against youths in DeKalb County. During a 12-month period, there were 1,250 thefts representing a loss of \$114,000. In many instances, the theft of a youth's bicycle marks the first time that the youth comes into contact with the criminal justice system.

In attacking the problem of bicycle theft, the task force used two tactics—a campaign to get youths to lock them. Data showed that previously a large number of stolen bicycles had been recovered but could not be returned to their owners because the bicycles lacked identifying marks. Instead, the bicycles had to be sold at auction.

To assist in identifying stolen bicycles, the task force developed a decal and a unique registration identification numbering system. Steel stamping dies that punch a registration number into the metal of a bike frame and decals with the corresponding registration number were used to mark bicycles. To get the registering and marking done, task force members held three bike roundups at which bikes were registered and marked; got all repair shops to mark the bicycles for free; obtained the help of a chain of national fast food shops in publicizing the registration campaign; and enlisted all 20 county fire stations and several civic organizations in the effort.

After only 5,000 of an estimated 100,000 bikes in the county were registered in the first three months, the task force members decided to implement the campaign on the neighborhood level. The PTA, the block

parents, and the recreation associations were called upon to hold local registration roundups. The Boy Scouts agreed to register the bikes of all their members and also to offer a special "Official Crime Resistor" card and a logo segment for the district patch to any Scouts who could register five others (See Appendix 9). As an added bonus, if 80 percent of the members of a scout troop achieved their five bike quotas, the troop received a certificate of appreciation from FBI Director Kelley. A department store agreed to print 50,000 "Lock and Register Your Bike" brochures for a fraction of the regular printing cost. Finally, the school authorities agreed to consider requiring every student bringing his bike on campus to have it locked and registered.

To enhance the campaign to encourage youths to lock their bicycles, the task force produced public service announcements, gained the support of the local parks and recreation department in selling locks at a reduced rate, and developed a symbol for traffic signs to remind youths to lock their bicycles.

In the first half of 1976, only 64 percent of the nonregistered bicycles which came into the possession of the police were returned to their owners, while all of the registered bicycles were returned.

The task force arranged to have a central registry for reported child abuse and neglect cases initiated in the Department of Family and Children Services. A Department of Family and Children Services-Police Coordinator was also established in the police department, because the task force had discovered that the police were not always notified of these cases by other agencies, such as the Health Department and the Board of Education. Although single incidents of abuse or neglect might not appear significant, a pattern of such incidents might demand a prompt police or social agency investigation. Through these improved procedures much could be done to prevent child abuse or potential child abuse situations in certain families from continuing and growing worse.

Cases of child abuse and neglect are now reported to the police department. There was a 43 percent increase in reported child abuse

and neglect in the first half of 1976 over the number of cases reported in the same period in 1975. A strategy aimed at reducing these types of offenses has not yet been fully developed.

When the members of the DeKalb task force began operating, they conducted a youth victimization survey among 805 high school students to determine the students' attitudes toward reporting certain types of crimes, their own victimization histories, their perceptions of the seriousness of different offenses, their suggestions for prevention of these offenses, and their willingness to participate in an elective course in crime resistance.

From the students' answers, the task force concluded, "In general, youth have a fatalistic acceptance of the inevitability of crime. They underreported each of the crimes studied by the task force and appeared to have a confused understanding of the criminal justice system and law." On the other hand, 85 percent of the students said they would be interested in enrolling in a crime resistance course.

As a result, in mid-October 1975 the task force went to the administrators of one of the 23 DeKalb County high schools and asked whether a crime resistance course could be installed on a pilot basis. At the request of the instructional coordinator of secondary social studies, task force members designed a proposed curriculum, and by February 1976 they received approval to initiate the course during the spring semester. The proposed curriculum, drafted with the assistance of local attorneys, included material on Georgia law, criminal justice procedures, the rights of juveniles and adults and a full-scale mock trial in the classroom (see Appendix 10).

The task force says the course was designed "to educate youth regarding their vulnerability to crime throughout their lives and the responsibility for reducing the opportunity for victimization." Thirty-five students enrolled in the course, which ran from March to June, five days a week. The instructor found that the students mastered even some of the very technical aspects of the law and did a significant amount of research on their own for special projects-interviewing lawyers,

judges, police officers, store owners, and so forth.

Among the student projects:

"Design and administer a questionnaire survey among the businessmen within the community to determine what they can do to prevent and reduce crime against their businesses.

"Interview ten victims of crime regarding the circumstances which caused their victimization and what they could have done to prevent the crime from occurring.

"Design and administer a questionnaire survey among twenty-five students to determine what they can do to reduce crime against themselves.

"Design and administer a questionnaire survey among twenty parents to determine what they can do to prevent crime victimization of their children."

The students took great interest in a mock bank robbery trial. The defense counsel and prosecutor interviewed witnesses and consulted with a local attorney to help prepare their cases. But because of lack of evidence, deliberately planned by those who prepared the course, the trial ended with a hung jury.

County administrators believe that the course is a success, and it will be considered as a permanent elective after a year's evaluation period. The course will be made available to three additional high schools during the fall of 1976.

One of the approaches that did not work in DeKalb involved the attempt to reduce larceny from autos. Approximately half of the thefts of stereo tape players, tapes, and speakers from cars occur on school property. To combat this theft problem, the task force proposed the creation of a crime resistance patrol. This patrol would consist of selected students who would patrol school parking lots during school hours, assist in the deterrence of thefts, and identify would-be thieves. But in this case the task force had been isolated from the school community in conducting its planning. The school principal thought the program was too complicated and the students felt it was a "snitch" program, and so it was abandoned.

To publicize the projects and to gain citizen support, the task force appeared on a number of television programs and radio shows. In addition, public service announcements were frequently aired on local television and radio stations. Thirty-five articles were published in local newspapers. Task force members also gave approximately 75 speeches to schools, block parents, PTA meetings and civic and neighborhood groups.

What happens after these projects are over? Will crime resistance fade away like so many other programs? Chief Hand says he plans to make crime resistance a permanent part of his department. It will be combined into a new unit called Community Services and Crime Resistance. Says Chief Hand, "I feel it is as important as patrol and criminal investigation. It fills a major gap in both. If we can get all of them tied together, then we'll do a much better job of crime control."

## NORFOLK

*Norfolk, Virginia, is the site of the world's largest naval base and is one of the principal east coast seaports. With a population of 289,000, the city's average household income is \$8,984. This ethnically balanced community is served by 622 sworn officers of the Norfolk Police Department.*

At the outset of the crime resistance program in Norfolk, the task force there found that its most difficult job was obtaining information about women as victims of crime.

At first the four task force members pulled 4,000 offense reports for calendar year 1974, manually selected 2,419 reports which indicated either murder, rape, robbery, felonious assault, or purse-snatching, and culled 701 reports involving crimes against women. From these reports the team determined that 62 percent of these crimes occurred in an area inhabited by 29 percent of the city's population. In contrast to Wilmington's findings concerning crimes against the elderly, team members found that most of these crimes against women occurred during the period from six o'clock in the evening to midnight. They suspected a possible connection between the amount of lighting and the incidence of crime in a given area, but the data necessary to test this hypothesis were not available, nor was there any indication of whether the victims were alone.

The task force unit decided it would concentrate on stranger-to-stranger street crimes-rape, purse-snatching, and robbery-but they needed more information about the victims.

One of the first things the task force did was to convince the Norfolk Police Department to expand its incident reports to a greater degree. Team suggestions for 20 new data points concerning victimization history, lighting at a crime scene, activities of the victim just before the crime, and precautions taken, or not taken, by the victim.

These data can demonstrate more clearly to women, the potential victims, the situations that present the greatest risk. The data should also provide women a wider range of the precautions they can take to protect themselves.

Other changes the task force introduced addressed the fear and reluctance of rape victims to report to the police. Only 43 percent of the victims who sought help through a volunteer rape counseling service (Tidewater Rape Information Service) during the last quarter of 1974 went to the police.

Lessening a rape victim's grief has no immediate effect on the number of victims, but it does increase the likelihood that rape victims will come to the police for help, and will remain cooperative during the emotionally difficult time following the rape. That means identification and prosecution of more rapists.

The Norfolk unit developed public service announcements, taped a series of radio spots, and assisted in the production of dramatized television messages about crimes against women. Some examples of these messages are set forth in Appendix 11.

Through radio programs, a crime resistance message reached an average of 141,000 households, through television an average of 236,000 households, and through newspaper articles an average of 460,000 persons. In addition, public service announcements reached an estimated three million people in the greater Norfolk area during a six-week period in May and June 1976.

Because so many young people are involved, as both victims and perpetrators in crimes against women, it was the strong conviction of the Norfolk task force that the schools can play a major part in crime resistance.

Says Chief Brown, "We see crime as a deep social malady, and it's my personal belief that crime resistance has to be deeper than the development of a flashy button. It's got to be something that enfolds the entire community."

The Norfolk team in cooperation with the school system, organized a community committee of professionals and laymen that is developing a crime resistance curriculum for use throughout all grades in the school system.

Two other strategies were also implemented. The school system, the courts, and the police cooperated in developing a procedure to deal with truants. Beginning April 1, 1976, after significant press coverage and letters explaining the procedure were sent to each student's home, the police department assigned four patrol units, when not on call, to the task of picking up truants. All patrol officers were also encouraged to check possible truants and the community was asked to assist in locating truants. Juveniles who were truants were taken directly to juvenile court where they remained until their parents or guardians arrived to take custody. In April, 205 juveniles were picked up for truancy.

This policy also resulted in a truant being charged with possession of stolen property, another with contributing to the delinquency of a minor, five with armed robbery, three with grand larceny, and ten with burglary. The police did not keep a specific count, but they received many calls from citizens regarding possible truants in their neighborhood.

The police department assigned two police officers—a husband and wife team—to conduct workshops for females on personal safety and awareness of street crimes. Forty of these classes were given to senior girls in Norfolk's five high schools. The emphasis of these workshops was how to protect oneself against the possibility of rape, robbery, and purse-snatching, but they also included other street crimes. These classes were given to approximately 3,000 female high school students. In addition, 200 female city employees were given time off to attend these workshops.

The Norfolk task force recognized several continuing programs—three in particular—within the Norfolk Police Department that could aid in the implementation of its crime resistance effort. It was decided to piggyback three of these programs to bolster the crime



resistance effort. One of these programs, the Civilian Radio Motor Patrol, involved area residents who used two-way radios, commercially or otherwise. Because these people were extra eyes and ears for the police of suspicious activities, including those relating to the crimes targeted by the task force. To aid these citizens in assisting the police, they are provided with appropriate information.

The Officer Friendly Program, also an ongoing endeavor, was only a part-time function of a police officer. As a result, many schools did not receive an Officer Friendly visit. Before school administrators were willing to commit themselves to a crime resistance education program they asked for a further commitment from the police department for the Officer Friendly Program. To meet this request, two police officers have been assigned full-time to the program and are involved with curriculum planning. They are scheduling three visits to each primary public school in Norfolk during the coming year. They intend to emphasize not only safety precautions but also appropriate crime resistance information.

Another "piggyback" effort by the task force has involved arranging for personal safety advice to homeowners in residential anti-burglary surveys done by the Police-Community Relations Unit. The department recognized that this was an opportunity to make families aware of their vulnerability not only to burglaries, but also to other crimes, such as rape, robbery, and purse-snatching.

## WILMINGTON

*Wilmington, Delaware, is a city of 80,350 people located on the Delaware River 30 miles south of Philadelphia. The chemical industry provides employment for many of Wilmington's citizens, whose median income is \$8,050. Persons 60 years of age or older represent 20 percent of Wilmington's ethnically mixed population. The Wilmington Bureau of Police employs 255 sworn officers.*

The Wilmington task force discovered that almost all of the street crimes against the elderly (individuals 60 and older) in that city were committed against women, and that a great majority of these crimes were hit-and-run purse snatches. As the task force said in its December 1975 report, "The purse in open view provides not only an easy target for the opportunistic street robber, but presents ... an open invitation which is difficult to ignore."

Because most of the elderly women were attacked in their own neighborhoods, the task force concluded that, on most occasions, they could have avoided the crime by leaving the invitation at home and taking only those items they needed for their errands. It sounds easy to tell women to stop carrying pocketbooks unless absolutely necessary, but altering a life pattern is a monumental task.

Nevertheless, the approach had to be tried. The team used all the usual methods for disseminating information. Through public service announcements, talk shows, and news shows on local, area, and national television, free advertisements in local newspapers and magazines, shopping bag leaflets, articles appearing in local and Philadelphia newspapers, and a bookmark designed by a local business, the crime resistance message has reached the eyes and ears of half a million people in Wilmington and the surrounding areas. Members of the task force have made personal appearances before nearly 5,000 people at senior centers, high-rise apartments, and civic and service organizations.



**CRIME TIPS  
FOR  
SENIOR  
CITIZENS**

WHAT YOU SHOULD DO  
TO REDUCE YOUR  
CHANCES OF  
BECOMING

**A  
VICTIM  
OF  
STREET  
CRIME**

This Bookmarker is  
given by The Wilmington  
Crime Resistance Office



TELEPHONE  
**658-4300**

**Do These  
in Self  
Defense**

1. DO NOT WALK ALONE,  
EVEN IN YOUR OWN  
NEIGHBORHOOD; THIS IS  
WHERE MOST STREET  
CRIMES OCCUR!
2. TRY NOT TO CARRY A  
POCKETBOOK IN OPEN  
VIEW. IT MAKES YOU A  
BIG TARGET!
3. ALWAYS BE ALERT TO  
YOUR SURROUNDINGS  
EVEN IN THE DAYTIME!
4. BE A GOOD NEIGHBOR.  
REPORT ALL SUSPICIOUS  
PEOPLE AND ACTIVITIES  
TO THE POLICE —



**654-5151**

*A bookmark carries the crime resistance message to senior citizens.*

The team also used the results of a survey of offenders done for them at the Ferris School, a delinquent boys' detention center. Besides advising people not to walk alone and not to carry pocket-

The task force emphasized what its survey revealed: that women who had been attacked and had stopped carrying purses were not being victimized again.

The team also used the results of a survey of offenders done for them at the Ferris School, a delinquent boys' detention center. Besides advising people not to walk alone and not to carry pocketbooks, the youths, according to their interviewer, had these thoughts about women who carry purses:

...If someone was carrying a pocketbook, hanging down, just with their fingers, she didn't have any cash in there anyway, so you are just wasting your time. Look for the person that's holding onto her pocketbook, either hanging on her arm or holding it in front of her chest or stomach. If a woman knows that somebody is around, and has money in her pocketbook, she will put it close to her body--- that's one of the pocketbooks you need to hit because you can bet there is some cash in there."

Asked what happens to elderly women who fight back, one youth replied, "They get stepped on."

The task force members realized that they had to offer a practical alternative to carrying purses. The unit conceived a "pocket the purse" project in which women would be shown how to sew pockets into their dresses, jackets, and coats. These pockets would hold all the items necessary for a particular errand.

With the assistance of a sewing machine manufacturer, a group of volunteer seamstresses designed a pattern for such a pocket (see Appendix 12). This pattern was then distributed by the task force to all of the city's senior centers, community groups, and high-rise apartments for the elderly.

A question frequently raised by elderly women is, "Once the criminals find out about the hidden pockets, won't they start tearing our clothes off?" Task force members are assuring these ladies that publicity concerning the pockets is being limited to groups of elderly persons and women and, moreover, that purse-snatchers look for obvious targets.

Another Wilmington project dealing with the reality of street crimes is an escort companion program. It evolved from recognition of the fact that a large majority of street crime victims are unaccompanied. A companion, even another elderly person, helps to discourage would-be purse-snatchers and, when a crime occurs, to increase the odds that the criminal can be identified.

A task force considered a variety of approaches to develop the escort companion program. One approach involved the selection of teenage students or Scouts who would be given credit for accompanying the elderly to places where they must walk. This approach met with many obstacles, although what did work to a certain degree was the use of interested elderly persons to serve as escorts.

One volunteer who lives in a high-rise apartment for the elderly said he makes a point of approaching every elderly woman he sees alone in his neighborhood and asking if he can accompany her. He does it as a person committed to the crime resistance approach but, more important, he does it as a neighbor.

According to this volunteer,

It's a sin to have to sacrifice two-fifths of our daily lives-- that's what it amounts to. We've lost that time. The old folks are afraid to enjoy the lovely things that happen in the evenings: bingo parties, visits with friends ...

Unless we accept the responsibility for a bit of the keeping of our brother, we're just going to have to live in enclaves.

Besides pedestrians escorts, the Wilmington task force lined up volunteers to serve as escorts on wheels. These people are screened by the department and issued "Join the Resistance" stickers for their cars and identification cards for wallet or purse. The Wilmington Rotary Clubs both financed the printing of the stickers and provided the initial volunteers.

With the exception of volunteers from reputable service clubs such as Rotary and Kiwanis, participants in this program are being limited to men and women over 50 years of age in order to emphasize maturity and responsibility.

To overcome the suspicions that elderly persons would have of volunteer escorts, each escort is issued identification by the police.

Three communities in Wilmington, which contain several housing complexes for the elderly, were selected for neighborhood-based escort programs. In the process of selecting escorts, each neighborhood established block watch organizations. The block watch unit is an excellent vehicle for introducing other crime resistance programs into the neighborhood communities and for developing volunteers at a grass-roots level to be responsible for the operation of those program activities.

The payoff from the block watch program was almost immediate. In the same month that the organizations were formed, a purse-snatcher was arrested as a result of the description given by block watch members who had observed the suspect's flight after the crime.



*Badge identifies volunteers who accompany elderly persons on errands.*

As noted, the Wilmington task force initially assumed that most of the crimes against the elderly took place in the early evening hours. But, after reviewing the offense data, task force members realized they were wrong: The majority of crimes took place during school hours. In addition, most of the assailants were described as being in their early teens, and Wilmington has a high (28 percent) truancy rate. The conclusion as to a course of action was inescapable.

The task force took its findings to the superintendent of schools, and obtained a commitment to begin, in the fall of 1976, to provide special programs for truants once they are returned to the schools.

The inevitable problem of paying for the personnel, materials, and administration of the remedial instruction of truants appeared to be a stumbling block until the task force presented the program to the Delaware Agency to Reduce Crime as a legitimate crime reduction effort. As a result, plans are underway for the agency to provide the funds needed to implement the program.

The next problem, of course, was to get the truants back in school. That effort would require close cooperation from the Wilmington Police Department in apprehending truants found on the streets during school hours, especially in high vulnerability areas--a job that requires close crime resistance-patrol coordination. The family courts would also play a vital role in assigning truants to the special classes.

There were many loose ends that had to be tied down if the truancy effort were to be in operation by the beginning of the school year, but the outlook seemed promising.

Nearly every elderly person the task force met expressed deep concern about the courts, especially the ease with which young offenders were returned to the streets. It is the main reason, they believe, that the city has so much crime. In the words of the task force members, "Discouragement and despair characterize a large segment of the elderly population in Wilmington when discussing the criminal justice system in the city."

Most court monitoring efforts have been aimed at protecting the rights of the defendant and, perhaps as a result, these rights have been carefully guarded. Few attempts have been made to monitor the courts on behalf of the victim to see that the sanctions of the law are not forgotten. As a result, Monitors Aiding Justice in Court (Operation MAJIC) was devised for just such monitoring by elderly volunteers in court cases involving elderly victims or witnesses. The volunteers take note of such things as the punctuality of witnesses and judges, the number of delays and continuances, whether or not the arresting officer was present, how well prepared the prosecuting attorney's case appeared to be, and whether or not the final judgment was fair and just from the victim's point of view (see form in Appendix 13).

The purpose of gathering this information is to determine whether reforms are needed to make the criminal justice system work effectively for the elderly. If reforms were needed, the task force says, the hope is that the information developed by the volunteers will "lay the foundation for a genuine citizens' movement whereby a united community may take action in an area vital to the assurance of safer city streets." A task force report continues:

If the ordeal of prosecution can be made less strenuous for the elderly victim, if his fears and confusion concerning the criminal justice system can be allayed by means of counseling and the offering of advice and information; if he can begin to see more positive results in the administration of justice, the elderly victim will be more willing to cooperate fully and make the efforts necessary for successful prosecutions, thus sparing the streets of those criminals who otherwise would be returned to the community with nominal and ineffective punishments, or possibly no punishment at all.

One major problem almost derailed the program before it got under way: The family court, where the great majority of cases involving elderly victims dealt with juvenile offenders, had never permitted outsiders to observe its proceedings. Members of the Wilmington unit met with the judges of the court and explained the purpose and objectives



of the MAJIC Program. The judges, believing that the volunteer monitors would gain an appreciation of the court's complex problems in dealing with juveniles if they were admitted to the courtroom, approved the plan unanimously. In addition, the judges requested that the volunteers share their findings and impressions with the judges themselves.

As a result of the data gathered by the task force during its study, the mayor proposed state legislation calling for minimum mandatory sentences for repeat juvenile offenders. This bill was passed and has been signed into law by the governor.

#### CONCLUSIONS

From what the task force efforts have demonstrated so far, crime resistance appears to be one of the most promising law enforcement concepts to emerge in many years.

To both the people who developed the tactics of crime resistance on a local level and those who coordinated it nationally, the concept could not be more logical: If citizen apathy breeds crime, then a reawakening of citizen involvement should curtail it.

As simple as this concept sounds, however, such a reawakening requires a massive shift in the attitudes of both law enforcement authorities and the public itself. But the experience of the four pilot communities has shown that this kind of reawakening is possible, particularly if it is accomplished through intelligent planning and the use of solid, helpful information.

The police chiefs in these communities believe that crime resistance is at least as important a crime-fighting tactic as any of the other operations at their disposal. They believe that crime resistance has the potential for closing major gaps in these other operations, gaps through which the criminal is allowed to slip. In each case, the gap is lack of citizen involvement.

The four chiefs acknowledged that there is relatively little they can do to stop crime unless citizens can somehow be brought into the process. This involvement can be achieved after citizens find out from the police what they can do for themselves. The chiefs are en-

couraged enough from what they have seen to want to make crime resistance a permanent part of their operations. In the words of Norman Levine, Commissioner, Department of Public Safety, Wilmington, Delaware, "Crime resistance, when institutionalized and properly integrated with traditional police functions, can be an effective tool to inspire community involvement in reducing crime."

Even though the task force members--both police officers and FBI agents--experienced some discouragement, they hold a strong conviction that the approach is valid. They knew that a significant reduction in crime could not be achieved overnight, and that was not the immediate objective of the task forces. Their short-term aim was to develop approaches through which they could make people in neighborhoods, in their own departments, and in other parts of the country recognize the value of crime resistance, and to motivate those people to make crime resistance an integral part of their lives.

Quite a few of the citizens who became part of these efforts--the neighborhood president in Birmingham, the block parent chairman in DeKalb, the rape counselor in Norfolk, the elderly escort in Wilmington --all believe that the crime resistance approach, if given a chance, is certain to succeed. Furthermore, they say they have never seen anything quite like the response to the crime resistance message.

For his part, FBI Director Kelley expressed an enthusiasm for the concept of crime resistance that seemed to assure its continuance as a national crime-fighting strategy. Kelley says he hopes to see, first,

The awakening of a great involvement in the work of law enforcement; second, some permanent structures within police departments to keep this involvement alive; and, third, some significant reductions of crime. I can't help but feel that the majority of people will be responsive to programs which will make their lives happier, which will make their safety more assured and which will reduce the tremendous losses that this country suffers from the depredations of crime. It just seems to me that it's so reasonable that it should be successful.

There seems no doubt in Kelley's mind that the crime resistance approach will spread. "Police departments are oriented toward progress," he says, "and recognizing that this is progress, I think they'll buy it."

One neighborhood organizer expressed it a different way:

We each owe a duty to our country to give of ourselves. The only way we are going to stop crime is for every individual to come forward. I think you are going to see this more and more, everywhere. I think you are going to see it all around the country. First somebody has to light a fire that will catch and burn.

The Police - Problem Identification Checklist - Administration  
and Operation

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U. S. Chamber of Commerce

Crime Prevention and Control

1. Is adequate credit given to the crime prevention efforts of patrolmen?
2. Are patrolmen responsible for all aspects of law enforcement- from traffic to vice?
3. Is the number of men assigned to a shift in proportion to the amount of crime and calls for service that can be expected to occur during the shift?
4. Of all reported crimes, how many are cleared by arrests or summons? How can the clearance rate be improved?
5. Are there contingency plans for emergencies, such as riots, natural disasters, etc.?
6. Has the matter of organized crime been investigated in depth?
7. To what extent would faster response time deter crime or increase arrests?
8. How might the department participate in community planning regarding crime prevention measures, security codes, etc.?

Community Relations

1. In what way does the department believe citizen involvement can be most helpful?
2. Is there a police-community relations program? In addition to a special unit for this purpose, are all personnel aware of their role?
3. Is police-community relations nothing more than superficial public relations?
4. Do segments of the community exhibit animosity toward police?
5. Are the rights of citizens respected before, during, and after arrest?
6. Are certain activities of patrolmen adversely affecting what should be the neutral political image of police?
7. Are juveniles included within the scope of the community-relations program?
8. What is the policy for processing a civilian complaint?

COMMUNITY CRIME PREVENTION  
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National Institute of Law Enforcement  
and Criminal Justice \*

Recent research findings underscore the pivotal role of the private citizen in crime control. In study after study, the picture that emerges shows the citizen - both individually and collectively - as the linchpin of the crime control apparatus. Unless citizens report crimes promptly, unless they come forward with information to help police make arrests, unless they testify in court, and unless they actively support crime prevention efforts, the criminal justice system operates under severe handicaps.

The evidence suggests that citizen actions often falter:

- . Many crimes are never reported. LEAA's victimization surveys show that nationally only about one out of every three serious crimes are reported.
- . Even when they report crimes, citizens sometimes delay before calling the police. Researchers in Kansas City, Missouri, found that the likelihood of arrest drops with each minute of delay in reporting.
- . Criminal cases often wash out because witnesses do not cooperate. A study in Washington, D.C. found that half of all felony and misdemeanor arrests ended in dismissal, often because of witness problems.
- . Community crime prevention programs find it difficult at times to encourage and maintain citizen participation.

Why do citizens sometimes fail to act? Some of the reasons are apparent. An individual may not report a crime because he or she feels the police can't do anything about it. A victim or witness may consciously decide that getting involved in the cumbersome criminal justice process is simply not worth the time and effort. Community involvement may be difficult to arouse or maintain because many urban residents live

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**1 OF 5**

in isolation from their neighbors.

To gain a better understanding of these and other issues, the National Institute's Community Crime Prevention Division sponsors a wide-ranging program of research on citizen and community action. In addition, research conducted in other areas - police, courts, corrections, criminal behavior - often can yield valuable information in this important area. Among the broad areas of inquiry are:

- . The citizen and the environment;
- . The citizen as an active participant in crime prevention and control;
- . The citizen as victim and witness;
- . Crimes of particular concern to the citizen and the community.

#### The Citizen and the Environment

In 1969, the Institute began a series of exploratory research studies that examined the relationship between the physical design of neighborhoods and buildings and citizen fear of and vulnerability to crime. Much of the research was done in public housing. The findings indicated that such physical design features as the height of buildings, the number of apartments sharing a common hallway, visibility in lobbies, positioning of entrances, and the layout of the building site affected both the rate of crime and the residents' perceptions of security.

Defensible Space. The studies also suggested that physical design could either encourage or discourage individual citizens to assume responsibility for protecting their rights and property. In short, the research revealed the potential for dealing with various aspects of the physical environment in ways that would increase protective activities by citizens. The major concept that emerged from the research was called "defensible space," which emphasized the importance of a heightened sense of territorial concern by neighborhood residents and increased opportunity for casual, natural surveillance.

The findings from this research were presented in a number of publications, including an Institute report Architectural Design for

Crime Prevention, a commercially-published book by Oscar Newman, Defensible Space, and a publication by the Department of Housing and Urban Development, Design Guides for Improving Residential Security.

Design Guidelines. More recently the Institute (in cooperation with HUD) has published Design Guidelines for Creating Defensible Space to be used by architects, urban planners, and city managers interested in enhancing security in housing developments. The Guidelines examine the suitability of various housing project building types - high rises, walk-ups, and row houses - for various types of residents. Among the recommendations:

- . High-rise buildings tend to have lower crime rates when they are occupied either completely by senior citizens or - when they have guarded entrances - by working couples and single persons. Children are likely to increase the hazards of high-rise living. They tend to be careless with intercoms and emergency exits, thus giving strangers easy access to the building. At the same time, vandalism by the young tenants increases because parental supervision is more difficult in these larger structures.
- . Walk up apartment houses are cheaper to build and maintain than other kinds of housing. They can be built for densities of up to 50 units per acre. Because they permit more adult supervision than high-rises, walk-ups can be desirable building types for families with a limited number of children.
- . Individual row-houses afford the most opportunity for adult supervision and are strongly recommended for families with many children.
- . Assigning elderly residents to one building - preferably a high-rise - can reduce their chances of being victimized by crime. The "senior citizen" building need not result



in isolation of the elderly if it is placed adjacent to project buildings that house families and if there are common park areas provided for all residents of the larger development.

To enhance the usefulness of the Guidelines, the Department of Housing and Urban Development has developed a training film based on its concepts for use by officials throughout the country who review and approve new housing developments.

*Environmental Design.* Following these earlier studies of public housing, efforts in the area of environmental design were expanded both in concept and scope to include the development of comprehensive programs for preventing and controlling crime in other types of urban environments; larger neighborhood-wide residential settings, commercial areas, and schools.

The pioneer research and demonstration efforts in this area coordinate three approaches for dealing with crime and fear:

- . physical and urban design
- . community organization and citizen action
- . law enforcement techniques

Although none of these approaches to crime prevention is in itself new, they have never before been integrated systematically and brought to bear in the same place at the same time to tackle particular crime problems. Equally important, the environmental design concepts are only now being applied in large and complex urban areas and settings where the crime problem is most severe.

*Neighborhood Crime Control.* One major effort in this area has identified specific crime problems within a neighborhood in terms of the interaction of physical and urban design factors, citizen behavior and responses, and law enforcement practices; and then designed a comprehensive crime control program addressing those particular neighborhood problems. In this study, Institute research and evaluation funds, supplemented by other Federal and local funds, are supporting a design/demonstration/evaluation program in a Hartford, Connecticut, residential

neighborhood.

The problems in Hartford were defined as street crime - robbery, burglary and personal larceny, with burglary viewed as the major concern of neighborhood residents. One of the environmental causes was a neighborhood almost open to strangers passing through. The strategy devised to counteract this environmental problem was the "neighborhood enclave" model. Interior streets were reconstructed as cul-de-sacs to reduce traffic into the core of the neighborhood. Non-residential traffic is channeled into preselected "through streets" where surveillance by both police and residents can be concentrated.

To support this physical strategy, a number of community programs are being organized to promote neighborhood citizen action and increase community cohesiveness. In coordination with these physical and social action techniques, the Hartford program includes neighborhood team policing, with special law enforcement emphasis on environmental and community resident concerns to complete this comprehensive approach to neighborhood crime control.

Evaluation of the program will be completed early in 1978, and the results should produce valuable documentation of the effects of a comprehensive neighborhood crime control program and the process for carrying it out.

Extending Environmental Design Concepts. To further examine the premise that planners can devise more secure communities, the Institute is supporting a major demonstration program in three urban settings - a commercial area, a school system, and a residential area. The demonstrations are designed to assess the effectiveness of this comprehensive approach that integrates a wide range of prevention techniques to deal with crime and the fear of crime. At the same time, the actual field experience will be useful in modifying the underlying program concepts.

In Portland, Oregon, the demonstration site is a declining commercial strip - Union Avenue. One strategy has been to make it part of bordering residential neighborhoods, enabling residents to exercise influence in an area previously devoid of citizen surveillance. In addition, security surveys were conducted in stores, offices, and homes along the Union

Avenue corridor, followed by "target-hardening" efforts - such as installing more effective locks or equipping businesses with alarm systems.

To attract residents from surrounding neighborhoods, "night nodes"-well-lighted intersections that coincide with bus routes crossing Union Avenue - are planned. Street lighting improvements have been installed along the length of Union Avenue and two feeder streets. Other street improvements and beautification are planned to assist in the Avenue's revitalization. Efforts to reduce the need for citizens to carry cash on the streets are also being pursued.

In Broward County, Florida, the target is four high schools with high rates of assault, vandalism and burglary. Subtle techniques have been employed to discourage loitering, eliminate hidden areas and prevent conflicts between groups of students. For example, lurking places in emergency stairwells which previously concealed young muggers have been sealed off. Color is used to emphasize zones of influence. The color scheme identifies which corridors "belong" to students in the arts, secretarial studies, etc. To discourage loitering, basement lockers are painted in hues corresponding to the specific time period when they are to be visited.

Administrative changes in school procedures have been made to break up clusters of students and lessen the chance of conflict. Parking lots - often a haven for casual larceny - have been fenced so that they can be entered only through a school gate. Attractive places for students have been created in more easily supervised locations.

In Minneapolis, the site is a deteriorating residential neighborhood with a high proportion of abandoned buildings. Demolishing these buildings or converting them to positive use is a priority. As in Portland, commercial corridors are being spruced up and street lighting improved. Citizen involvement in the planning process and community anti-crime activities - such as a "neighborhood watch" program - are other elements in the demonstration.

Although local response has been good in the three demonstration sites, the pace of implementation has been relatively slow and costly.

Nevertheless, there appears to have been an improvement in neighborhood "image" in the Minneapolis and Portland demonstration sites, suggesting that environmental design has already begun to help reverse the decline evident in those areas, and the reception in Broward County has been equally enthusiastic.

Based on the experience to date, it seems apparent that neighborhood renewal and crime prevention and control tactics must go hand-in-hand. If this view is borne out after evaluation, then future efforts to alleviate inner-city problems will require a coordinated approach that simultaneously addresses such problems as crime, housing, and unemployment.

The Institute plans to give special attention to disseminating the findings of the demonstration and evaluation efforts to city planners, urban designers, the law enforcement community, community organizations, and others who are working to improve the quality of urban life. A program manual will lead communities step-by-step through the process of comprehensive environmental security planning and implementation.

Urban Design Manual. In a related effort to build awareness of the expanding body of knowledge and experience in designing more secure environments, the Institute has commissioned an Urban Design Technical Manual. The manual will explore the process of planning and designing safe neighborhoods through a "systems analysis" approach to urban design. It will analyze past models - the urban village, urban fortress, defensible space, Oak Park, Illinois, and St. Louis - and it will present case studies of the Hartford Residential Neighborhood Crime Control Study and a crime prevention planning approach used in the Chicago South Loop area. The manual is scheduled to be completed and published early in 1978.

Crime and Stability. While the tests of environmental design concepts proceed, the Institute has continued to support research in urban housing developments. Thousands of dwelling units in buildings constructed with Federal funds have been abandoned because of high crime rates in the developments. Often, too, crime, deterioration, and abandoned housing have spread from the public development to the surrounding neighborhood.

To help salvage some of this massive Federal investment and to reclaim vitally-needed affordable housing for lower-income families, the Institute is currently funding a study of crime and stability in urban housing developments. The research addresses the serious problem of crime and rapid turnover of tenants in Federally-assisted and public housing projects by exploring the possible interrelationships between their physical, social and management features and their degree of crime and stability.

The relationships may be more complex than they first appear. While increasing crime prompts residents to abandon a building or neighborhood, it may be equally true that residential instability is itself a breeder of crime, one factor building upon the other in a spiral of decay.

The study will collect data from police and housing authority records, from physical site surveys, and from interviews with residents, housing supervisors, law enforcement officials, and community leaders in three cities: Newark, St. Louis, and San Francisco. Based on in-depth analysis of the data, researchers will attempt to identify the various mixtures of building type, housing management, and resident income and family characteristics that are most conducive to safe, stable developments.

**Street Lighting.** Improving street lighting is often one aspect of a community's efforts to cope with crime in a particular neighborhood. Despite the prevalence of street-lighting projects, there is little reliable information available on effects of improved street lighting. To assess what is known in the area and map out plans for more intensive evaluation, the National Institute funded an assessment of street lighting projects. The study, conducted under the National Evaluation Program, reviewed the experience of 41 projects. Among the preliminary conclusions:

- There is no statistically significant evidence that street lighting has an impact on the level of crime, especially if displacement of crime to another location is taken into account.
- There is a strong indication, however, that increased lighting --and perhaps uniformity of lighting--decreases the fear of crime.

The study emphasizes the fact that definitive statements about the effect of street lighting on crime would be difficult even with reliable information and sound evaluation techniques. Part of the difficulty stems from the fact that a street lighting project is part of a larger environment and must be viewed from this perspective. Expanded police patrol and changes in patrol strategies, for example, are often implemented along with improved lighting and other environmental alterations. Although the ongoing Crime Prevention through Environmental Design Program should tell us more about this issue, this study suggests that new analytic techniques or novel uses of existing techniques may be required to isolate the effects of street lighting as part of a broader "synergistic" program.

As for immediate policy decisions, the study points out that the limited statistical evidence that street lighting decreases fear is bolstered by the intuitive sense that lighting makes an environment less alien. The objectives of street lighting are not only safety and security, but also community character and vitality, traffic orientation, and identification. Thus, the study suggests that future street lighting projects should be jointly funded by a variety of agencies so that the full range of objectives are adequately considered.

Target-Hardening. More mundane, but important, environmental improvements fall in the general category known as "target-hardening" - making doors and windows more burglar-resistant.

Laboratory tests on doors, for example, have examined not just the lock, but the entire door, the jamb, and hinges to determine how well they can withstand what kind of pressure. A companion effort performed similar tests on windows.

The results of this research are now beginning to find their way into building codes and architectural practice. As the standards for doors and windows are implemented throughout the country, it should make life more difficult for burglars who used to gain entry to an apartment house armed with nothing but a credit card.

Future Research. The Community Crime Prevention Division is planning

to fund a study of how offenders perceive and use the environment, from both self-reports and from analysis of crime reports and crime scenes. The study will also examine what police and citizens see as environmental indicators of risk and safety, testing these indicators for their accuracy against the offender and crime data. The research should have implications for police training and public information programs on crime prevention as well as for environmental design.

The Division's research plans also include a synthesis of research on environmental factors relevant to crime prevention, which will summarize and evaluate the accumulated theory, research and maxims. This project should serve to guide both program development and future research.

Research will also explore the relationship of environmental factors to informal social control mechanisms. This work will examine the conditions under which social and environmental factors influence surveillance crime reporting, mutual aid and other forms of "public-minded behavior" relevant to crime prevention. Crime-related factors in the process of neighborhood stability and change will be analyzed in terms of possible strategies for promoting safety and security that can be built into neighborhood/community development and revitalization.

More long-range research plans include an examination of whether the variables manipulated by city planners and urban designers have an impact on crime. These include decisions affecting building size and layout, zoning and land use mixtures, street layout patterns and the design and location of major municipal support systems (hospitals, schools, etc.).

#### The Citizen as an Active Participant in Crime Prevention and Control

Better designs for communities and homes will be effective only if the public accepts them. In the long run, the best deterrent to crime may prove to be greater public awareness of the role of the individual citizen in "keeping the peace."

This notion is very much a part of the Crime Prevention Through Environmental Design approach. It is also at the heart of a new LEAA

initiative, the Community Anti-Crime Program, designed to stimulate citizen action against crime. While this is not a research program, it will be evaluated by the Institute, adding to the store of knowledge on how to mobilize the community into effective anti-crime activities.

The program also will draw upon Institute research on citizen involvement in crime prevention activities and in certain aspects of the criminal justice process.

**Citizen Patrols.** A concrete example of citizen involvement is the resident patrols organized in many cities by individuals upset by crime and anxious to do something about it.

An Institute assessment of such patrols, conducted last year found that approximately 800 citizen patrols were operating nationwide. Most came into being after 1970, usually in response to a local spurt in crime, and functioned on a low-budget, all volunteer basis.

The study identified four major variations: building patrols, neighborhood patrols, social service efforts, and community protection groups. Of the four, building patrols seemed most effective in reducing crime and increasing a sense of security. In addition, such patrols helped to buffer encounters between the police and the residents of public housing projects. Lack of data makes it difficult to draw firm conclusions about the other types of patrol, although there is evidence that neighborhood patrols perform valuable services. Overall, those patrols with carefully selected, well-trained members, established procedures, affiliations with community organizations, and positive contacts with local police are most likely to succeed.

These findings suggest that citizen patrols can be an economical way to help prevent crime in the community. A common concern about such groups--the threat of vigilante activity--was not borne out in the Institute study. It appears to be only an occasional problem, one that can be minimized by careful planning and review of patrol operations.

**Crime Reporting Projects.** Victimization surveys and research on police operations have highlighted the importance of citizen initiative in reporting crimes to police. Thus, efforts to encourage citizen sur-



veillance and reporting could have a potentially significant impact on crime by increasing the risk of apprehension and promoting greater crime prevention and deterrence.

In reviewing the experience nationwide, Institute-funded evaluators reported that an increasing number of communities are promoting citizen surveillance and crime reporting programs of various kinds. Some of these emphasized cooperative surveillance by neighbors in "Block Watch" activities, while others encouraged the use of special telephone numbers for reporting to police. A third type of program, "Radio Watch - in which truckers and taxi cab drivers use their two-way radios to report criminal activity observed in the course of their normal job routine--appeared to be an especially effective technique.

In addition to increasing the number of crimes reported to police, crime reporting projects in some cases also appeared to help foster a more cohesive attitude among neighbors, improve relations with police, and reduce unwarranted fear of crime. Because they encouraged citizen surveillance, crime reporting projects are a logical complement to the environmental design approach to crime prevention, which emphasizes open, observable physical space. Even if physical design changes are not possible, however, reporting projects can lead to increased surveillance by encouraging citizens to take a more active roll in detecting criminal behavior.

**Security Surveys.** To reduce burglaries, police departments in more than 300 communities now offer to survey homes and businesses and recommend appropriate security measures, such as improved locks or installation of alarm systems.

An assessment conducted last year confirmed the utility of security surveys: individuals who followed survey recommendations proved less likely to be burglarized. The study also suggested that the surveys help improve police-community relations. A number of units have been established or maintained solely with local funds--impressive evidence of community support.

Despite their benefits, security surveys are not being used to

fullest advantage. They are not well understood by the general public, and many police departments lack the resources to reach an entire jurisdiction. To realize their full potential, continued experimentation is called for: first, to develop more economical and efficient means of deploying survey units; and second, to stimulate citizen participation through more effective promotion campaigns.

Operations Identification Projects. Another burglary prevention tactic encourages citizens to mark and identify their valuables with a unique traceable number or name. The number may be registered with police and window decals may be supplied to participants to advertise the fact that property is marked and registered.

An assessment of such projects in 1975 found that participants in Operation Identification projects had fewer burglaries than their neighbors who were not enrolled. However, this did not lead to a reduction in the overall city crime rate, perhaps because the typical OI project was too small to affect the total rate. Property-marking did not appear to increase the recovery and return of stolen property either, but this could have been due to the small number of OI participants who were burglarized.

General conclusions. With regard to implementation, studies of citizen action programs suggest generally that:

- . A neighborhood approach is likely to be more effective than city-wide campaigns, in which resources are dissipated and themes too general to be effective in different neighborhoods.
- . A combination of strategies is likely to be more effective than any one in isolation because the individual projects reinforce one another.
- . Personal contact with citizens - in small groups and in their own homes - is the best way to stimulate citizen involvement in crime prevention efforts. Mass-media publicity campaigns and large-scale community meetings seem distinctly less effective.

Community Reactions to Crime. Much of the research on community

crime prevention has focused on specific programs. A major study now under way shifts the perspective to explore instead the urban locales that are the setting for those activities.

The research is being carried out by Northwestern University, under the Institute's Research Agreements Program, which provides long-term support to selected universities and research organizations for more basic studies of broad topics.

Twelve neighborhoods in three cities-Chicago, Philadelphia and San Francisco- are being examined to probe such questions as:

- Which types of strategies tend to be selected by which types of neighborhoods and organizations?
- Do the areas have certain communal or integrated characteristics and what role do they play in the creation and the impact of programs?
- Who gets involved, at what stages, with what types of responses?
- Do certain kinds of individual reactions to crime lead to more or less participation in neighborhood responses. For example, are security-conscious people who've invested in locks or alarms more or less likely to participate in a local crime program?

Other areas of inquiry include the relationship of police services in a neighborhood to the collective response; the relationships of the locality with the city political structure; and the characteristics of the specific neighborhood.

The Northwestern research should help to identify programs most likely to function well in a particular neighborhood and provide insights about how to mobilize- and maintain- citizen involvement.

Future research. The Community Crime Prevention Division plans to examine more carefully the functions that citizens can and should carry out to aid in crime prevention and control. To be studied are various citizen actions that can help to reduce vulnerability to crime and assist the criminal justice system. Methods for mobilizing and sustaining mean-

ingful forms of citizen actions and response also will be addressed.

These research activities complement LEAA's Community Anti-Crime Program, which provides funds for action projects designed to reduce crime and improve security in neighborhood settings. The research planned should provide a basis for improved mobilization of citizen crime prevention activities, for maintaining citizen participation in various program activities, and for systematically assessing the impact of citizen and community anti-crime efforts.

Also on the Community Crime Prevention Division's agenda:

- . Research on factors influencing a variety of citizen crime prevention actions and response including crime reporting and both individual and collective forms of citizen action.
- . Research on factors influencing the effectiveness of citizen crime prevention efforts including the organization and implementation of citizen activities as well as recruitment methods and program administration.
- . Research on the role of the mass media and other mechanisms for influencing citizen actions and behavior related to criminal justice issues.

#### The Citizen as Victim and Witness

For the victim or witness, encounters with the criminal justice system are often such a hardship that citizens go to great lengths to avoid them. Rather than report a crime to police and face repeated demands on their time as the case winds slowly through the system, many victims opt instead to "cut their losses."

Experiences with Crime and Criminal Justice. In Milwaukee, Wisconsin, for example, researchers found that 34 percent of the crimes experienced by a group of victims surveyed were never reported.

For the victims, the most commonly-experienced problems were found to be property loss and mental or emotional suffering - plus lost time and income for those who subsequently became involved in the criminal

justice process. The researchers suggested that procedures be developed or improved for compensating these individuals, for reducing the fear of retaliation, and for more efficient scheduling of court appearances.

One of the major recommendations was establishment of an Office of Citizen Justice Advocate on a county-by-county basis, to be financed locally. It would serve as a victim-witness ombudsman, addressing such problems as loss of wages while testifying, transportation to the courthouse, intimidation by defendants, and frustration with criminal justice procedures.

Other recommendations included experimental use of fees to reimburse victims for lost income and transportation costs when testifying in court or being interviewed by police and prosecutors. This approach would complement existing victim compensation laws, which generally aid only seriously victimized persons, by serving the larger numbers of victims who have not been physically injured.

The researchers also recommended that available victim and witness services in a community be given wider publicity; that a single prosecutor handle a victim or witness throughout the judicial process; and that victims and witnesses be notified as early as possible of delays in trials.

The survey, which included 1,775 victims and 1,225 witnesses, provided a wealth of detail;

- . Contrary to popular opinion, the elderly are not victimized more than other groups, nor do they take more precautions against crime.
- . Of those who took special precautions following their victimization, one-third bought a gun for protection.
- . About half the victims feared they would be a victim of crime again within the next year.
- . In general, persons who had been victims of more than one crime tended to view victimization as more likely and were somewhat more likely to have reported the crimes.

Victim Compensation. The criminal law is based on the notion that a society is responsible for protecting its members from criminal victimiza-

tion. When that fails, financial compensation is one approach to redressing the damage to the victim.

State victim compensation programs were first implemented in the mid-sixties. Currently, some 17 states have operational programs, and a Federal program has been proposed.

A study of victim compensation is now underway as part of an inter-agency agreement with the Office for Improvements in the Administration of Justice of the Department of Justice. It will analyze the economic losses incurred by victims of assaultive crimes and assess the impact of compensation, both public and private (through insurance), on victim behavior. Because of the costs of victim compensation and the possibility that compensation might possibly have the effect of making potential victims careless, whether or not to institute such programs and how to administer them become important questions.

Restitution. In recent years, restitution has gained prominence as a means of redressing the victim's loss and as a tool for dealing with criminal justice offenders. An LEAA restitution initiative is supporting programs at various stages of the criminal justice process in selected jurisdictions, and the Institute is funding an evaluation of the programs.

Other efforts. Research in other areas also has implications for citizen involvement - from police studies that reveal the need for prompt citizen reporting, to courts projects that have highlighted the problems facing jurors or the victim's frustration with plea-bargaining, to corrections research that examines community-based rehabilitation efforts.

The Attorney General has launched a major Federal initiative that is experimenting with the concept of Neighborhood Justice Centers - a method for resolving minor criminal or civil disputes outside the courts. In many such cases, citizens find that it takes too long and costs too much to go to court, but they are unable to find a forum that satisfies their need for resolution and redress. Three pilot centers will be established with Institute funds - in Los Angeles, Kansas City, Missouri, and Atlanta - which will offer mediation or arbitration for disputes in which both parties are willing to participate. Where mediation is inappropriate, not

agreed to, or unsuccessful, the centers will provide referral service to the agency or court best suited to deal with the problem.

#### Crimes of Particular Concern to the Community

**Forcible Rape.** Forcible rape is the most rapidly increasing violent crime in the United States. Of all crimes, rape and other forms of sexual assault is especially traumatic for the victim. Despite these facts, however, the criminal justice system's response to the crime often is inadequate.

Treatment of victims has been sharply criticized by womens' organizations. Police officers and prosecutors may be insensitive in their questioning of the victim, medical examinations may take place in a cursory and even humiliating fashion, and the subsequent trial is almost always an ordeal. Consequently, many women fail to report their victimization or refuse to testify against the suspect in court. For these and other reasons-including unreasonably strict evidentiary requirements and the tendency of juries to assume provocation by the victim-many rapists are never brought to trial, and those who are tried are rarely convicted.

To help the criminal justice system deal more effectively with rape cases, the Institute sponsored a major two-year study. The objectives were:

- to develop effective law enforcement techniques and strategies, in such areas as evidence-gathering, apprehending offenders, and responding to victims;
- to develop effective prosecutorial procedures and strategies, including police/prosecutor interaction during the investigation; interrogation and treatment of victims and witnesses, and pre-trial and courtroom procedures;
- to develop recommendations for legislators to use in designing rape laws, covering such legal issues as corroboration requirements, admissibility of character testimony, cautionary jury instructions, and the establishment of multiple degrees and penalties for rape offenses.

**National Data.** During its first phase, the project gathered the

the first national statistics on how criminal justice agencies deal with rape cases. Surveys of police and prosecutors confirmed the trend toward more enlightened treatment of rape victims.

Many police departments, for example, are assigning female officers to such cases or are providing special training to investigators. Although prosecutors' offices in many major jurisdictions have begun to adopt improved approaches, overall they have been slower than law enforcement agencies in responding to the victims' concerns.

A Typical Rape. The survey responses also provided intriguing insights into the crime of forcible rape. Although individual responses varied, a general description of the "typical crime" can tentatively be made:

The typical case involved a victim and suspect who were total strangers. The victim was likely to have received physical injury. Although she had not known her assailant beforehand, the victim was able to identify him if he was seen again. The alleged assailant often was known by police since he had a prior record of sexual offenses. The victim probably reported the crime to police within an hour of its occurrence.

Reports. In other activities, the project examined rape legislative issues and compiled a digest of state rape statues. A number of convicted rapists were interviewed to collect data that could be useful in preventing the crime. In addition, a detailed study of Seattle's progressive program to assist rape victims was conducted on site. Finally, interviews were conducted with 100 rape victims in Seattle. One conclusion from the interviews was that police or prosecutors should give victims detailed information, telling them in simple and clear language what criminal justice and medical procedures to expect as their case proceeds through the trial process and alerting them to available medical, legal, counseling and other social services. In response to this need, the project has produced an easy-to-use booklet to be published by the Institute this fall.

In its second year, the project focused on responding to the deficiencies and needs identified during the first year. In addition to a final report and the victim handbook mentioned above, the project will



produce the following reports:

- A Manual for Patrol Officer
- A Manual for Sex Crimes Investigators
- Police Administrative and Policy Issues
- A Manual for Filing and Trial Prosecutors
- Prosecutor Administrative and Policy Issues
- An Analysis of Legal Issues

Publication of the reports is expected by mid-1978.

Fencing. Burglary is one of the most prevalent serious crimes. Early research identified fencing as one of the critical links in the burglary chain, since most cases involve physical objects that must be illegally sold before the offender realizes a profit. Even in street robberies, thefts may involve articles, such as jewelry, that require the services of a fence.

By viewing the fence as a "businessman," a recently completed research project was able to take a fresh look at this major criminal justice problem. This analysis of fencing operations as commercial enterprises led to some novel recommendations, including:

- Prosecution of fences for violations of income tax laws (almost always committed in relation to fencing activities) rather than solely for the fencing violations themselves. Many tax laws lack the strict evidentiary requirements of traditional "receiving stolen property" statutes, and the penalties, at least in a financial sense, are often more severe.
- Strict monitoring and enforcement of licensing regulations against known or suspected fences who also operate legitimate businesses as "cover" for their fencing activities. This could be especially effective since revocation of license threatens both legitimate and illegitimate income for the fence.

Gambling. Laws against gambling have become less strict in recent years, with many states turning to lotteries and other betting operations to augment revenues. To provide policymakers with information on the effects of different types of gambling laws and the nature of gambling enforcement, Institute-sponsored researchers examined practices in 17 cities. Among the major themes highlighted were:

- . The need for setting and communicating priorities within criminal justice agencies is particularly important in gambling law enforcement.
- . Specialization in gambling cases by specific police officers, prosecutors and judges means increased expertise, increased likelihood of consistent policies and priorities, and perhaps most important, increased concern about the problem of gambling.
- . Coordination among police, prosecutors and courts needs to be enhanced to achieve consistent goals and priorities.
- . Accountability systems for prosecutors and police seem essential, particularly in larger organizations, to insure that policies are carried out consistently.

The researchers indicate that legalized gambling does not allow scarce police and other resources to be reallocated to more important crimes, because the level of resources allocated to gambling enforcement is too low to make any difference. Similarly, the view that enforcing current anti-gambling laws makes police unpopular is unfounded. Police lost public confidence by non-enforcement, not by enforcement. There is also little evidence for the assumption that legal games will take revenue away from organized crime.

Rackets. Bookmaking, numbers and loansharking- these illegal operations are among the most lucrative and least risky crimes. In addition, they pose special problems because of their corrupting influence on both the criminal justice agencies and the community at large. Many "law-abiding" citizens regularly play illegal numbers games.

Research currently underway is investigating the operations of illegal numbers, bookmaking, and loansharking rackets in metropolitan New York, gathering data from police, prosecutor, and court records and from interviews with criminal justice personnel and underworld informants. Also to be studied is the relationship of these illegal enterprises to each other and other illegitimate commercial operations, including an analysis of the penetration of legitimate business by racketeering operations and the movement of illegal capital into the legitimate economic community.

Consumer Fraud. Institute research also is exploring crimes of deceit and guile that not only have a significant economic impact on the community but also can have a profound influence on public trust.

Schemes to defraud consumers, for example, often prey upon the most disadvantaged groups in society. Research currently underway is collecting and analyzing information on the extent of consumer fraud and the types of businesses and consumers most involved. The project has just completed a general review of the state of consumer fraud law today. The report includes an analysis of 67 consumer fraud practices that states have targeted for regulation and 33 strategies used to prevent these practices.

Future reports will describe the characteristics, frequency, and impact of consumer fraud, examine the effectiveness of existing enforcement approaches identify promising intervention strategies, and make recommendations about such matters as education programs to alert the public to consumer fraud.

As this report has shown, research is beginning to suggest better answers to a number of longstanding concerns about community crime prevention. But many other avenues remain to be explored. One is the relationship between crime and other social problems in a community, such as unemployment.

The Institute has just begun a long-range study of employment and crime, to be carried out by the Vera Institute of Justice. The researchers will try to determine:

- which types of offenders are deterred from crime by employment;
- which types of jobs are effective in

- which types of jobs are effective in curbing crime;
- which types of criminal activity are averted or reduced through employment.

Other efforts will concentrate on expanding our understanding of how citizens and communities are motivated to participate in anti-crime efforts, and how their support can be mobilized and maintained.

Research sponsored by the Community Crime Prevention Division will also deal with crimes that are of concern because of their personal as well as their social and economic consequences. This area includes studies of employee theft, illegal behavior by major corporations, and research addressing fraud in government benefit programs. The focus in this category of research is on crimes involving guile and deceit and their effects on the community and its economic resources.

The interaction between the citizen and the environment, and the citizen and criminal justice agencies, will continue to be priorities. Additional knowledge in these areas is essential if citizens and communities are to reassume their share of the responsibility for crime control.

## CURRENT COMMUNITY CRIME PREVENTION PUBLICATIONS

Many of the following reports can be purchased from the Government Printing Office. All orders to GPO should be prepared and include the stock number. Please mail directly to Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. Where noted, single copies of reports are available from the National Criminal Justice Reference Service (NCJRS), Box 6000, Rockville, Maryland 20850.

Design Guide for Improving Residential Security

GPO Stock Number: 2300-00251

Design Guidelines for Creating Defensible Space

GPO Stock Number: 027-000-00395-8

Price: \$2.95 (available from NCJRS)

Architectural Design for Crime Prevention

GPO Stock Number: 027-000-00161-1

Price: \$2.95 (available from NCJRS)

Citizens Crime Reporting Projects - National Evaluation

Program - Phase I Summary Report (available from NCJRS)

Citizen Patrol Projects - National Evaluation Program - Phase I

Summary Report (available from NCJRS)

Crime Prevention Security Surveys - National Evaluation Program -

Phase I Summary Report (available from NCJRS)

Operation Identification Projects-Assessment of Effectiveness- National

Evaluation Program-Phase I-Summary Report (available from NCJRS)

Victims and Witnesses: Their Experiences with Crime and the Criminal  
Justice System

GPO Stock Number: 027-005-35-7

Price \$1.00 (available from NCJRS)

Forcible Rape: A National Survey of the Response by Prosecutors

GPO Stock Number: 027-000-00449-1

Pri

Forcible Rape: A National Survey of the Response by Prosecutors

GPO Stock Number: 027-000-0044901

Price \$1.80 (available from NCJRS)

Law Enforcement Standards Program: Physical Security of Door Assemblies  
and Components

GPO Stock Number: 027-000-00402-4

Price: \$1.00

## CURRENT COMMUNITY CRIME PREVENTION RESEARCH

Each of the projects covered in this issue of the Research Briefs is listed below. For additional information, please write to the project director.

### DESIGN GUIDELINES FOR ACHIEVING DEFENSIBLE SPACE

Project Director: Oscar Newman  
Institute for Community Design  
Analysis  
853 Boradway, 19th Floor  
New York, NY 10003

### RESIDENTIAL NEIGHBORHOOD CRIME CONTROL PROJECT

Project Director: Brian Hollander  
Hartford Institute of Criminal and Social Justice  
266 Pearl St.  
Hartford, Connecticut 06103

### CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN

Project Director: Edward Pesce  
Special Systems, Westinghouse  
Electric Corp.  
Suite 1111  
2341 Jefferson Davis Highway  
Arlington, VA 22202

### NEIGHBORHOOD SECURITY DESIGN AND PLANNING GUIDELINES

Project Director: Richard Gardiner  
Gardiner Associates  
Land Planning/Urban Design  
P.O. Box 809  
Newburyport, MA 01950

### STUDY OF CRIME AND STABILITY IN RESIDENTIAL COMMUNITIES

Project Director: Oscar Newman  
Institute for Community Design  
Analysis  
853 Broadway, 19th Floor  
New York, NY 10003

### PHASE I EVALUATION OF STREET LIGHTING PROJECTS

Project Director: Dr. James Tien  
Public Systems Evaluation, Inc.  
675 Massachusetts Ave.  
Cambridge, MA

CITIZEN PATROL EVALUATION, PHASE I

Project Director: Dr. Robert Yin  
The RAND Corp.  
2100 M Street, N.W.  
Washington, D.C. 20037

CITIZEN CRIME REPORTING PROGRAMS

Project Director: Dr. Leonard Bickman  
Loyola University of Chicago  
6525 N. Sheridan Rd.  
Chicago, IL 60626

PHASE I EVALUATION OF SECURITY SURVEY/COMMUNITY CRIME PREVENTION PROGRAMS

PROJECT Director: Charles M. Girard  
Int. Training, Research and Evaluation Council  
210 E. Broad St.  
Falls Church, VA 22046

PHASE I EVALUATION OF OPERATION IDENTIFICATION

Project Director: Dr. Nelson B. Heller  
The Institute for Public Program Analysis  
Justice Systems Division  
1017 Olive St. Suite 602  
St. Louis, MO 63101

VICTIMS AND WITNESSES: THEIR EXPERIENCES WITH CRIME AND THE CRIMINAL JUSTICE SYSTEM

Project Director: Dr. Richard Knudten, Director  
Center for Criminal Justice and Social Policy  
Marquette University  
1324 West Wisconsin Ave.  
Milwaukee, Wisconsin 53233

TECHNIQUES FOR IMPROVING THE EFFECTIVENESS OF THE CRIMINAL JUSTICE RESPONSE TO FORCIBLE RAPE

Project Director: Dr. Duncan Chappell  
Battelle Human Affairs Research Center  
P.O. Box 5395  
Seattle, WA 98105

GAMBLING ENFORCEMENT IN MAJOR AMERICAN CITIES

Project Director: Dr. Floyd Fowler  
Center for Survey Research  
100 Arlington St.  
Boston, MA 02116



DESIGN OF ANTI-FENCING STRATEGIES

Project Director: Dr. Ted Roselius  
Colorado State University  
College of Business  
Ft. Collins, Colorado 80521

A STUDY OF THE STRUCTURE AND OPERATION OF THE TICKETS IN METROPOLITAN  
NEW YORK

Project Director: Dr. Jonathan Rubinstein  
Policy Sciences Center  
270 Broadway (Rm. 1001)  
New York, NY 10007

CONSUMER FRAUD: AN ANALYSIS OF IMPACT AND OPPORTUNITIES FOR INTERVENTION

Project Coordinator: Dr. Jane Schubert  
American Institute for Research  
1055 Thomas Jefferson St.  
Washington, D.C. 20007

RESEARCH AGREEMENTS PROGRAM: EMPLOYMENT AND CRIME

Project Director: Dr. Lucy Friedman  
Vera Institute of Justice  
30 East 39th St.  
New York, NY 10016

RESEARCH AGREEMENTS PROGRAM: COMMUNITY REACTIONS TO CRIME

Project Director: Dr. Louis Masotti  
Northwestern University  
Center for Urban Affairs  
2040 Sheridan  
Evanston, IL 60201

\* LEAA NEWSLETTER VOL. 6, No. 14, October 1977

56115

WHITE COLLAR CRIME  
Everyone's Problem, Everyone's Loss  
Chamber of Commerce of the United States

Scrawled across an official poster warning businessmen and government employees that bribery is a crime are the added words, "It's only a crime when you get caught." This too-prevalent attitude, among many other contributing factors, helps explain why white-collar crime is regarded by many law enforcement officials as the fastest growing sector of crime.

This is not to imply that most of those in business, industry, and the professions are unethical or dishonest. The opposite is true, although too many are "sharp," blatantly unethical, or just plain crooked. But more is required than a preponderance of honest men and women; they must take positive action, not sit passively on the sidelines. Unfortunately, honest executives and professionals are often asleep at the switch. How else can one explain this statement by a prosecutor:

"Let there be no mistake about it, there is extensive crime in the business world. Our office currently is prosecuting scores of cases involving the payment of bribes, securities abuses, tax frauds, and numerous other violations. Virtually every single one of these cases was developed without any cooperation from the business community. In fact, most of these cases came about because of a look-the-other-way attitude by businessmen who could have prevented the crimes from ever happening in the first place."

Nonetheless, the approaches and recommendations outlined herein to combat white-collar crime do not pretend to be all-embracing. Rather, they are important illustrations of the type of thinking and kinds of measures that readers can adopt, build upon, and mold to fit the special needs and problems of their occupations. Worthy of note at this point is that these recommendations are frequently nothing more than good management per se and can pay off even in the absence of white-collar crime. Methods, procedures, policies, and controls are emphasized - measures whose implementation requires more in the way of willpower than manpower and expensive hardware.

## THE PROBLEM AND ITS IMPACT

Too few businesses and professions are squarely facing the problem of white-collar crime. This is also true of many law enforcement agencies, although heightened attention to such offenses seems to be a rapidly developing trend. A principal reason why white-collar offenses are often handled in an overly delicate manner is an insufficient understanding of what white-collar crime is, what its consequences are, and why the traditional response to the problem is inappropriate.

## WHAT IS WHITE-COLLAR CRIME?

The definition of "white-collar crime" is not purely an academic matter but, as noted later, has a very significant bearing on how best to combat the offense. White-collar crimes are illegal acts characterized by guile, deceit, and concealment - and are not dependent upon the application of physical force or violence or threats thereof. They may be committed by individuals acting independently or by those who are part of a well-planned conspiracy. The objective may be to obtain money, property, or services; to avoid the payment or loss of money, property, or services; or to secure business or personal advantage.\*

By describing white-collar crime as "illegal acts," this definition avoids the implication that only criminal proceedings and sanctions should be directed at such offenses. As noted later, civil proceedings and remedies can be equally, if not more, effective.

And by focusing on the nature of the violation, rather than on the nature of the violator, this definition of white-collar crime is considerably more encompassing than the traditional one, which tends to concentrate exclusively on top management and "crime in the executive suite." As one observer comments, "White collar crime is democratic. It can be committed by a bank teller or the head of his institution. . . . The character of

\* The concept of white-collar crime described here is based on, and closely parallels, the definition in The Nature, Impact and Prosecution of White-Collar Crime, written by Herbert Edelhertz for the Law Enforcement Assistance Administration, Department of Justice.

white-collar crime must be found in its modi operandi and its objectives (not) in the nature of the offenders."

Looked at in this light, embezzlement of \$100,000 by a "white-collar" vice president who manipulated accounts payable records is not substantively different from the pilferage of \$100,000 worth of merchandise by a "blue-collar" warehouse clerk who tried to cover up by falsifying inventory records or engaging in other forms of concealment. The same can be said about the offense committed by the housewife who fraudulently tries to use someone else's credit card - or about the young "phone phreak" who is guilty of toll fraud by utilizing a "blue box" in a phone booth to bypass the telephone company's billing mechanism while he places a \$1,000 around-the-world call to the adjoining booth.

Obviously, what this is leading up to is not justification of white-collar crime at the executive level on the grounds that others also engage in the same type of offense. Rather, the point is that an eyes-open approach to white-collar crime does not limit its focus to the executive suite but is geared to counteract white-collar illegalities originating from a wide range of sources, within and outside of the organization.

For example, white collar crime can be committed by, and perpetrated against, (1) corporations, partnerships, professional firms, nonprofit organizations, and governmental units and/or (2) their executives, principals, and employees as well as such "outsiders" as customers, clients, suppliers and other organizations or individuals.\* Failure to review and evaluate this range of possibilities is likely to result in countermeasures about as effective as baseball players whose manager has trained them to cover all bases except home plate.

\* This publication restricts its coverage to those white-collar crimes directed at, or committed by or within, business, industry, and the professions. For example, embezzlement occurring within a union or government agency is outside the scope of the Handbook. But soliciting bribes from business by government employees or union officials - and offering bribes to them by businessmen - are offenses discussed on subsequent pages.

## FINANCIAL AND OTHER CONSEQUENCES

White-collar crime not only results in an immediate and direct financial impact but also, and even more important, generates nonfinancial and long-term consequences. Careful consideration of these effects will help demonstrate that the response to white-collar illegalities should be considerably more than writing them off as just another cost of doing business.

How much does it cost?

Although white-collar crimes, if and when detected, are among the most underreported offenses, a reasonable approximation of their economic impact is possible. One way to assess the financial consequences is to reflect upon the implications of the following:

1. The yearly cost of embezzlement and pilferage reportedly exceeds by several billion dollars the losses sustained throughout the nation from burglary and robbery.
2. Fraud was a major contributing factor in the forced closing of about 100 banks during a 20-year period.
3. An insurance company reported that at least 30 percent of all business failure each year are the result of employee dishonesty.
4. The annual bill for all purchases by a state is said to have dropped an estimated 40 percent following exposure and prosecution of businessmen and government officials for bribery and kickbacks.
5. Dishonesty by corporate executives and employees has increased the retail cost of some merchandise by up to 15 percent and, in the case of one company, caused shareholders to suffer a paper loss of \$300-million within just a few days.
6. Restitution in the amount of \$696,000 was obtained by a state for its residents who were victims of a single consumer fraud scheme which operated nationwide.
7. Distribution of untaxed bootleg cigarettes throughout one eastern state during a recent six-year period resulted in a loss of \$384-million in state and local revenue and in a loss of about \$2-billion in gross sales to the legitimate cigarette industry. During the last four months of 1971, over 100 cigarette retailers went out of business because their customers preferred the cut-rate, untaxed cigarettes peddled by competitors. This problem exists, to some extent, in 36 other states.

8. Internal dishonesty, in addition to the adverse effect on profits represented by the amount of the pilferage or embezzlement, may result in costs associated with the loss of one or more trained employees; the training of replacements; higher insurance rates and/or deductibles; reconstruction of destroyed, stolen, or altered records; contamination of other employees who pick up where the apprehended thief left off; and lowered productivity when honest and valued employees feel they are under suspicion.

As for a total dollar figure for those white-collar crimes falling within the scope of this article (as noted earlier, some offenses are not covered herein), the "ball-park" figure for the short-term and direct dollar loss is estimated at not less than \$40-billion annually, which excludes the cost to the public and business of price-fixing illegalities and industrial espionage (satisfactory measures of these offenses were not found). The accompanying chart presents more details.

The "not less than \$40-billion" estimate does not pretend to be the result of a rigorous, statistically valid survey and should not be regarded as "the cost of white-collar crime." No one has ever really computed even a reasonably accurate figure. The estimate cited here is based on (1) previous estimates by responsible authorities (even their figures for a given kind of crime may differ by many billions), (2) inferences drawn from reasonably accurate loss ratios, and (3) the evaluation and adjustment of (1) and (2) in the light of research for this Handbook.

Our estimate is presented to demonstrate only that the short-term dollar impact (whatever the amount might be) of white-collar crime is enormous, certainly not less than \$40-billion per year.

THE ANNUAL COST OF SOME WHITE-COLLAR CRIMES\*  
(Billions of Dollars)

Bankruptcy Fraud		\$ 0.08
Bribery, Kickbacks, and Payoffs		3.00
Computer-Related Crime		0.10
Consumer Fraud, Illegal Competitions, Deceptive Practices **		21.00
Consumer victims:	\$ 5.5	
Business victims:	\$ 3.5	
Government revenue loss:	\$12.0	
Credit Card and Check Fraud		1.10
Credit Card:	\$ 0.1	
Check:	\$ 1.0	
Embezzlement and Pilferage		7.0
Embezzlement (cash, goods, services):	\$ 3.0	
Pilferage:	\$ 4.0	
Insurance Fraud		2.00
Insurer victims:	\$ 1.5	
Policyholder victims:	\$ 0.5	
Receiving Stolen Property		3.50
Securities Thefts and Frauds		4.00
	TOTAL (billions)	<u>\$41.78</u> ***

\* The dollar amounts pertain only to that aspect of each listed crime which is directed at, or committed by or within, business, industry, and the professions. These estimates do not include the cost involved in combating white-collar crime.

\*\* Estimates related to price-fixing and industrial espionage are not included. Among the schemes or practices that victimize ethically run businesses are the following: advance fee, counterfeit products, illegal hiring of aliens, sweetheart contracts, etc. The figure for Government revenue loss refers to business-related tax fraud, which has been reported as relatively prevalent among the self-employed (especially in the medical, legal, and accounting professions).

\*\*\* This total is more than the \$40-billion referred to in the text because the listed crime categories are not necessarily mutually exclusive. For example, a portion of the embezzlement figure is also part of the estimate for computer-related crime.

### Other consequences and implications

Although the direct, short-term dollar cost of white-collar crime is of great importance, the long-term and/or nonfinancial consequences are even more serious.

For example, although the commission of white-collar crime is not dependent on violence or force, the risk, threat, or occurrence of physical injury or psychological trauma can be a consequence. A task force of a Presidential Commission concluded as follows: "Death or serious injury may result from tainted products merchandised in violation of ... health laws, or from misconduct by doctors. Building code violations may cause fire or serious health hazards. Although offenses involving such risks constitute a small proportion of the total amount of white-collar crime, the potential number of victims of such conduct may be very high."

Some forms of white-collar crime contribute to the existence, severity, or profitability of other forms of criminal activity. The same task force noted above said that derelictions by corporations and their managers "tend to erode the moral base of law and provide an opportunity for other kinds of offenders to rationalize their misconduct." As a case in point, the task force cited testimony indicating that one motive for the Watts riot was "retribution on merchants who were guilty of consumer exploitation."

In 1973, an informant told the Senate Subcommittee on Investigations about enormously profitable - and illegal - securities transactions he had conducted for organized crime figures with the knowing and indispensable participation of some members of the securities industry and financial community. The informant provided many examples to drive home his main thesis: ". . . I am trying to show you some highlights of the involvement of organized crime and white-collar crime and their collusion; for the organized banks and stock brokers in the United States and their counterparts overseas."

And too many businessmen are supporting and encouraging a variety of crimes against property. The Los Angeles District Attorney, in his 1973 testimony before the Senate Select Committee on Small Business, describes the situation this way:



"The thieves . . . felt completely safe in making an offer to an apparently legitimate store. In our investigations, this aspect has become very clear. Too many legitimate businessmen are willing to buy hot merchandise, if it assures them of a higher profit. . . . It is impossible to believe that businessmen do not know that they are supporting a multimillion-dollar, illegitimate industry. When a businessman buys meat, or liquor, or clothes, or office equipment and pays for it in cash to get a good price - he knows that the merchandise is hot. Yet, fences and ultimately burglars depend on the businessman who is successful enough to put cash out in front for such a deal."

A major long-term impact of white-collar crime is loss of public confidence in business, industry, and the professions and debasement of competition. Three different surveys, for example, have indicated that public esteem for business, its practices, and its leadership is at an all time low. This prompted the president of one survey organization to comment, "The first (remedial) step is to be sure that business' house is in order."

Consumer fraud, according to one study, has resulted in a "lingering frustration by market consumers who, although they feel cheated, are convinced that justice is (not an) available mechanism to redress their grievances because the cost and time are too great. The economy suffers likewise because business ethics decline, fraudulent and dishonest tactics are viewed as incidents of doing business, and new entrants to a market offering honest competition are hampered by deceptive practices perpetrated by their competitors."

In addition to debasing competition, insensitivity to ethical practices has, in some instances, retarded economic growth. In one state where payoffs to government officials were expected, many companies refused to conduct business there. This led a newspaper to comment editorially, "In the midst of so much talk about changing the 'image' (of the state) and improving the economy through industrial growth, there could be no healthier approach than a clear demonstration on the part of the state's political leadership that it is determined to have decent government."

One of the more frequent aftermaths of lost confidence in business and debasement of competition is pressure for new legislation or regulations in the absence of corrective action by the private sector. In connection

with securities thefts and fraud, a member of the Senate Permanent Subcommittee on Investigations warned, "If as the result of these hearings the financial community still refuses to take definitive action to clean house, then as a legislator I intend to seek every avenue of redress through the regulatory process to see to it that corrective steps are taken - and taken soon. . . . It is our duty to encourage and to do everything we can to have financial institutions do this on their own. If they won't, we are going to legislate. . . . This is now the second warning we have given . . . and we mean business now."

Of course, all too often business does not take the initiative and the resultant legislation and regulations saddle managers with a far more rigid and cumbersome set of requirements than probably would have been the case if industry had faced the problem squarely and instituted appropriate action itself.

Such legislation is just one illustration of how white-collar crime can result in what one observer describes as "greater inconvenience in effecting purchases and negotiating contracts, and carrying out (what previously had been) simple business transactions because of the awareness of fraud and danger of duplicity." Unfortunately, as a result of such a breakdown of trust the innocent often suffer because of the transgressions of the guilty. In one county, for example, the prosecuting attorney has, in effect, banned door-to-door salesmen because of numerous verified abuses. This policy is supported by local merchants, who justifiably fear that the unethical tactics of many of these salesmen would undermine public trust in local business and that fraudulent representations would erode local sales and market share. Ethical companies employing honest door-to-door representatives now have a much harder, if not impossible, row to hoe in that county.

Other business transactions threatened with "greater inconvenience" because of "the awareness of fraud and danger of duplicity" include those which rely on the holder-in-due-course doctrine. If, for example, a finance company purchased an installment contract (and thus the right to collect the installment payments) from a home repair firm which initially negotiated the installment agreement with a homeowner who wanted to spread out his payments for needed roof repairs, the finance company - as a holder in due course -

would have the right to collect all remaining installments due from the homeowner even though the roof repairs were never done or improperly done. In oversimplified terms, the holder-in-due-course doctrine can enable the home repair firm to get paid for a fraud by selling the installment agreement to the finance company, and enables the finance company to collect from the homeowner, who is told that any problem or argument he has must be settled between him and the home repair outfit, which would involve costly litigation, if, indeed, the firm could still be located.

The villain is not the holder-in-due-course doctrine. It helps assure the availability of ready sources of financing to many businesses, which in turn are thereby better able to grant credit to their customers. As applied to ethical businesses, the doctrine is a boon to all concerned. But because some firms are using it as a key element in schemes to defraud consumers, more and more legislation and court decisions are tearing down the barrier that hitherto has insulated the finance company from the homeowner's complaints and claims against the home repair firm. The net result is that even ethical and responsible companies are experiencing "greater inconvenience" in effecting hitherto simple business transactions "because of the awareness of fraud and danger of duplicity."

Reflection on the above examples of the less tangible and long-term consequences of white-collar crime leads to two major conclusions:

1. To combat white-collar crime is not merely a matter of ethically operated businesses continuing to operate that way. They must also take steps to weed out the irresponsible within their industry or profession, for the backlash created by illegalities of others is bound to affect even the most scrupulously run enterprise.
2. To face the issue of white-collar crime is to heed the words of a judge who had just tried a particularly significant case involving a white-collar offense: "This is a shocking indictment of a vast section of our economy, for what is really at stake here is the survival of the kind of economy under which America has grown to greatness, the free enterprise system."

## AN INADEQUATE RESPONSE

Despite the emergence of many bright spots indicative of changing attitudes, the following responses to white-collar crime are still much too prevalent: accept it stoically as an unavoidable cost of doing business; rationalize failure to attack industrywide problems on the grounds that this is the job of law enforcement; maintain the view that "if it were wrong, there would be a law against it"; and refuse to admit the problem even though no one has ever looked very hard.

Such a lukewarm set of responses has been motivated, at least in part, by fear that a more active and overt reaction to white-collar crime would result in unfavorable publicity, legislative and regulatory restrictions, numerous law suits, and additional expenses. But all this has occurred despite the low-keyed response and probably has been much more severe, both quantitatively and qualitatively, than what would have resulted if business, industry, and the professions had been viewed by legislators, the public, and the courts as having faced the issue squarely through the implementation of appropriate policies and countermeasures.

Basically, the real question to be settled is whether business (1) wants to bear the cost of subsidizing white-collar crime by treating it with kid gloves or (2) wants to invest in a gloves-off strategy which, although not without cost, promises to earn a much higher return over the long run. The first approach tolerates white-collar crime, places the problem at the doorsteps of law enforcement agencies and legislatures, and abdicates responsibility for self-regulation. The second strategy leads to the development of aggressive policies and procedures that (1) anticipate and combat white-collar crime within any given business; (2) weed out, through collective action, problems common to an industry or profession; and (3) forge cooperative relationships with law enforcement agencies.

For its part, law enforcement is giving every sign of increasing its efforts against white-collar crime. Indicative of federal policy is this statement in the Attorney General's First Annual Report: "The Federal Government is committed to efforts to protect American consumers and businesses from the ravaging effects of 'white collar crime.'" The FBI, for example, recently announced intensified investigative activity in this area.

Among the state-level agencies giving heightened attention to white-collar crime is the Strategic Investigations Bureau of the Florida Department of Law Enforcement. One of the Bureau's objectives is to abort fraud before the full effect of the crime is felt or even before the scheme is put into operation. The emphasis is on prevention, not reaction after the fact. Receiving funds from the Law Enforcement Assistance Administration (LEAA), the Bureau is geared to uncover and probe hints of fraud, and to allocate the substantial amounts of manpower, money, and time so often required to piece together the elements of suspicious occurrences to determine whether a fraud is indeed planned or in progress, and, if so, how it operates and who the principals and intended victims are.

At the local level, the National District Attorneys Association has undertaken a nationwide demonstration project funded by LEAA and directed by the Economic Crime Project Center in Washington, D.C. The offices of 15 district attorneys are committed to developing the organization and techniques to prosecute economic crimes having a major impact on the public. Priorities include all types of merchandising frauds; auto and major appliance repair swindles; crimes arising from the energy crisis; housing and land development frauds; and health, welfare, and medical frauds. Also, attention is directed at computer-related crime and problems associated with introducing computer-generated data as evidence in court proceedings. A forthcoming manual will document procedures, techniques, and model statutes.

Adding to the interest of investigators and prosecutors in white-collar crime is the realization that investigation of one such offense is often tied to, and can help solve, other crimes. An investigation of a credit card fraud, for example, could lead to the arrest of not only the immediate possessor of the card but also a pickpocket, burglar, cargo thief, or fence. Arrests in connection with an advance fee swindle (fees are paid for loans that do not materialize) may lead to the discovery that the assets of the "lending company" are really stolen, counterfeit, or bogus securities, which might be traced back to a fence, a dishonest broker's employee, or a number of other criminals or illegal operations. Also, law enforcement officials can be expected to become increasingly attentive to white-collar crime when the benchmark indicative of investigative and prosecutive skill is seen as

not so much the successful robbery or murder investigation and prosecution but the arrest and conviction of those involved in intricate and complicated white-collar schemes.

#### BASIC CAUSES AND OVERALL POLICIES

Specific countermeasures for white-collar crime can be more intelligently devised and can achieve better results (1) when implemented by those who are aware of some of the causes of white-collar crime and (2) when reinforced by the types of policies and procedures discussed below.

#### WHAT CAUSES WHITE-COLLAR CRIME?

Some white-collar crime is attributable to those who are simply "rotten apples." These are the people who seem to have an inborn predisposition to defraud whenever the slightest opportunity presents itself. Fortunately, individuals of this type constitute a small minority and account for a small proportion of internal dishonesty.

Some persons, while initially honest, become subjected to pressures originating outside the firm and resort to various forms of dishonesty. Such pressures include unusual and sudden family expenses (extended illness, for example), unsuccessful stock market speculation, gambling debts, loan shark involvement, problems with a side-business, a drug or alcohol problem, or just plain high living. Dishonest acts may be rationalized in a variety of ways - the company can afford it; the firm allows for a certain amount of dishonesty; the business can always raise prices and, in any event, insurance will take care of the losses.

Another group of employees - usually larger than the previous two categories - are diverted from ethical behavior by various on-the-job irritations: low and inadequate wage or salary, resentment against the company for alleged unfair or inconsistent policies, inordinately severe disciplinary actions, substandard working conditions, or a deep-seated feeling of not being appreciated by superiors.

In one case, a hospital employee reported that his salary was so low that he was actually expected to steal from supplies to supplement it. At one company, lower-ranking employees were told to fraudulently inflate their

expense accounts so as not to show up the fat accounts of top management. Or access to company materials and services for personal use are granted to executives as a reward for extra effort, as a bonus for performing an unpleasant task, or as a peace offering to salve defeats in policy battles or status tiffs. When this type of atmosphere develops, especially in conjunction with loose controls, employees are, in effect, extended an open invitation to pilfer, embezzle, etc. A survey of businessmen's ethics highlighted the "many pressures for unethical conduct" and noted that "industry environment" was considered by respondents as "more closely related to dishonest behavior than is the need for money."

In effect, what can happen is that, in contrast to a company being victimized by a few employees who were evildoers from their first day on the job, the firm itself subjects initially honest and well-motivated persons to a number of subtle and not so subtle pressures, so that misconduct is fostered, or not encouraged or even demanded, by "the system."

#### KEY MANAGEMENT POLICIES, CONTROLS, PROCEDURES, METHODS

Management must squarely face this crucial question: Is internal dishonesty the result of a few bad apples that exist in an otherwise sound barrel, or is the barrel itself contributing to the contamination of the integrity of its contents? The answer requires an evaluation of basic policies, procedures, and controls - such as those briefly noted below.

#### The role of leadership

Strong evidence supports the contention that sound leadership methods constitute the most essential precondition for an adequate level of integrity within the firm. According to an authoritative survey, "Close examination of our data reveals a tendency in every age group, company milieu, and management level for a man to accept the values of his superiors. This tendency . . . should be acknowledged by every administrator as a part of his power for good or evil."

When asked to list those influences that lead executives to make unethical decisions, survey respondents put the behavior of their superiors at the

top of the list. Conversely, when asked what influences them to make ethical decisions, the behavior of superiors ranked second; in first place was one's personal code.

Almost anyone who has worked within the framework of an organization will agree that there are individuals who perform at high levels of integrity no matter what pressures are exerted on them by internal or external sources. At the other end of the spectrum are the very few who are willing to engage in misconduct whenever a reasonable opportunity comes along. In between are a sizable majority that, depending on the caliber of leadership they are exposed to, make or break the organization's reputation for integrity. These are the individuals who, in varying degrees, are most susceptible to leadership and are ready to go wherever the stream takes them. A good leader can control the direction of the stream,

A leader who is unduly authoritarian and demands from subordinates unquestioned loyalty to him, instead of to values, ideals, and standards, runs a substantial risk of inducing a mentality that equates integrity with whatever the boss says is right. Obviously, this is not to downgrade the value of strong leadership but to highlight that a good leader, rather than seeking to promote undying loyalty to himself, should attempt to promote loyalty to a set of values which he himself scrupulously adheres to and publicly espouses.

If a superior engages in misconduct and this is known to subordinates, a few of the latter may well seek to do the same thing, knowing that their superior cannot stop them without subjecting himself to exposure as well.

#### Performance standards

A not uncommon failure of leadership is the assignment of too much work or the establishment of unrealistic performance standards in relation to the quantity and/or quality of employees. This may pressure subordinates into falsifying records to reflect attainment of objectives that are, in reality, utopian under the circumstances. Once this practice begins, alteration of records for personal profit can be just a short step away.

A division manager, for example, is quoted as saying he is unhappy over "strong pressures for superior results which lead to a compromise of person-



al integrity in operations." Another manager has complained of how "one's own ethical will must be subordinated to interests at the top not only to advance but even to be retained."

#### Delegation of responsibility, authority, and accountability

Effective delegation of decision-making is not only sound management but also good crime prevention. When responsibility and accountability cannot be fixed, neither can blame - an appealing situation to the dishonest employee and an unwarranted temptation for the weak-willed. However, not much is accomplished unless there is also delegation of the requisite authority or power to fulfill responsibilities for which subordinates are held accountable. Lack of authority may foster a timidity among subordinates that manifests itself as an unwillingness to make decisions except by a complicated process in which so many participate in a given decision that no one person can be held responsible for it.

Finally, responsibility, authority, and accountability should be delegated to the lowest level of the organization consistent with sound decision-making. (However, overall responsibility for security matters is frequently delegated too far down the management ladder.) This tends to preclude an unhealthy we/they dichotomy - where the minority "we's" are those in the upper and middle strata of the organization, where concern for integrity may be high but where significant delegation has halted, and the majority "they's" are lower-level subordinates who, because they have not been expected to assume significant responsibilities regarding integrity or anything else, develop a who-cares attitude that promotes dishonest behavior and, through peer pressure, affects new employees as well.

#### Implementing basic controls and procedures

The decision of whether to implement controls and procedures by which to combat white-collar crime does not begin with a cost/benefit study but with an honest answer to this question: What kind of a company do you want? Hopefully, the answer is a company whose management sets and adheres to high standards and alerts employees and the public that the firm has a zero-tolerance policy regarding breaches of integrity. Once this basic course of

action is taken, then the appropriate time has arrived to decide how to utilize most effectively the company's resources to prevent and detect white-collar crime. More often than not, such efforts turn out to be justified not only on the basis that management has a responsibility to society and is morally obligated to pursue them but also in terms of increased profits. In other words, efforts to combat white-collar crime can be regarded as a profit-center type of activity: they involve costs but also generate a return that can markedly improve the bottom line.

Measures to counter white-collar crime should seek to achieve the following objectives:

1. Minimize company exposure to individuals with a predisposition or motive to commit white-collar offense. This can be achieved, for example, by appropriate screening of employees and by revising those personnel policies that cultivate a "get even" attitude.
2. Reduce available opportunities (securely store blank checks) and methods (apply the separation-of-duties principle) for white-collar crime.
3. Increase the probability of detection when frauds do occur, such as by conducting spot checks and unannounced audits.
4. Discipline those who are apprehended.
5. Obtain feedback to determine if promulgated countermeasures have, indeed, been implemented and are being properly followed by operating personnel. Failure to do this is widespread and negates an otherwise well-planned program. Countermeasures are easy victims of "field attrition," which occurs when operating personnel bypass established procedures for convenience or other reasons. As someone interviewed for this report quipped, "There are three sets of security procedures: what they really are, what management thinks they are, and what is done by those who are supposed to apply them."

#### Separation of duties

Another critical fraud control is adherence to the separation-of-functions principle. More often than not, implementation of this antifraud measure will be more of a matter of administrative changes than of cash outlays.

There are four facets to this measure:

1. No individual should have total control over every phase of any significant transaction or sensitive job. (Those who maintain inventory records do not participate in physical counts of inventory.)

2. Work flows should proceed from one person to another so that, without duplication, the work of the second acts as a check upon that of the first. (Merchandise for shipment is picked by one employee, taken to the loading dock by another, and checked onto a truck by a third - all of whose tallies should agree.)
3. Those who authorize the use of assets should not also be responsible for their custody. (The inventory clerk releases materials only upon receipt of an authorization from a department head.)
4. Recordkeeping and bookkeeping activities should be separated from the handling and custody of assets. (The accounts receivable clerk should not also open mail containing incoming payments.)

If a business is so small that there are not enough employees among whom to divide responsibilities in a manner that would otherwise be desirable, job rotation might be considered. Or assignment of dual responsibility for a given task could achieve the same purpose.

As with any control, the application of separation-of-duties could be carried to such lengths that it creates a counterproductive atmosphere of mutual distrust among employees or generates such a labyrinth of procedural red tape that various informal shortcuts are devised over which no controls exist.

#### Detecting white-collar crime - the audit and the computer

Despite repeated warning to the contrary, too many businessmen still assume that a major purpose of ordinary examinations of financial statements by independent auditors is the detection of fraud. This is untrue. Such audits are for the purpose of enabling the independent accountant to render an opinion on whether the financial statements are presented in conformity with generally accepted principles of accounting and whether such principles have been consistently applied in the preparation of the statements covering the current period in relation to those of the corresponding preceding period. Discovery of fraud may well be a byproduct, but the normal independent audit cannot be relied upon to assure its discovery. As a publication of the American Institute of Certified Public Accountants points out -

"The responsibility of the independent auditor for failure to detect fraud . . . arises only when such failure clearly results from failure to comply with generally accepted auditing standards. . . .

"If an objective of an independent auditor's examination were the discovery of all fraud, he would have to extend his work to a point where its cost would be prohibitive. Even then he could not give assurance that all types of fraud had been detected, or that none existed, because items such as unrecorded transactions, forgeries, and collusive fraud would not necessarily be uncovered. Accordingly, it is generally recognized that good internal control and fidelity bonds provide protection more economically and effectively."\*

Frequently, when smaller businesses engage outside accountants, the latter are told to perform limited work only - to see that the books are kept in accordance with the law, that expenses are charged to the right category, and that tax returns are filed properly. Financial statements are neither audited nor certified.

Thus misunderstanding of the outside auditor's role and/or his underutilization can leave firms seriously exposed to undetected fraud. What is often required as a supplement is what might be termed the investigative operations audit. Such an audit attempts to (1) verify that promulgated procedures, controls, and policies are being followed by operating personnel, (2) determine if there are problems or signs of developing trouble, and (3) probe for and then investigate possible irregularities.

For example, ABC Co. pays \$20,000 monthly to XYZ for the rental of construction equipment. A normal audit of ABC would, among other things, involve the comparison of bills received by ABC with the corresponding checks sent to XYZ. XYZ may even be sent a notice requesting that it verify the issuance of its bills. Everything checks out. Those conducting an investigative operations audit, however, might well pursue the matter further. Knowing that XYZ subcontracts millions of dollars of work to ABC, the auditors may want to confirm that the \$20,000 is, indeed, for equipment rentals and not a kickback. In an actual case where this situation pre-

\* Statement on Auditing Standards No. 1, p. 3.

vailed, auditors did not find the alleged equipment and determined that the payments were payoffs.

Therefore, the investigative operations audit, which may be conducted by the internal staff or by an outside firm, helps provide management with feedback on the extent to which procedures and controls are being followed, serves to deter attempts at fraudulent activity, and constitutes an effective measure by which to detect fraud. Such audits can achieve maximum effectiveness when there is good communication with, and close cooperation among, the independent public accountant, the investigative operations audit staff, and the company's security personnel.

Owners of very small companies can achieve a semblance of an operations audit by conducting unannounced spot checks of operations. This could be done in conjunction with the deliberate injection of errors into operations to determine if they will be detected and corrected in a timely manner. For example, resubmit paid invoices to determine if they are approved for payment a second time. Or have a package pass signed by someone not authorized to do so to see if the gate guard is on his toes.

Companies possessing computers have a potentially strong weapon by which to detect fraud. As one observer notes, "The computer is ideally suited for detection techniques because it has the potential for continuously checking the smallest details in random fashion with high frequency. . . . It is possible to design mechanisms that will detect unusual activities on the part of those who are served by the system." Once an abnormality is detected, this could trigger an exception report.

For example, the computer could be programmed to detect the following:

- \* Out-of-character purchases or consumption of materials in a department (false purchases from a fictitious supplier?).
- \* Payroll expenditures in excess of what is known to be the true figure (embezzlement?).
- \* Abnormal spending patterns (stolen credit card?).
- \* Unusual trading patterns on stock exchanges (manipulation?).
- \* Customers whose credit limits have been exceeded by a given amount (scam?).

- \* Out-of-line ratios, such as raw materials usage in relation to units produced (high ratio might indicate theft of materials).
- \* Sudden fluctuations, such as in expense accounts (padding?) or in commissions (kickbacks?).

Computer utilization for auditing and detection purposes can be expected to increase substantially in the years ahead.

#### Reporting and prosecuting white-collar criminals

Company policies regarding reporting white-collar crimes to law enforcement and pressing for the prosecution of the offenders vary from invariable prosecution, except when requested otherwise by the court, to the procedure of a firm whose manager said, "It is my company's policy under no circumstances will we ever sign a criminal complaint against anyone who commits a criminal act against persons or property in our care." The following are among the reasons offered by executives for not alerting authorities to even serious white-collar crimes for which ample evidence is available:

1. The firm obtains restitution in return for a promise not to inform law enforcement.
2. An executive covers up his protege's illegality so that chances for a promotion will not be tarnished.
3. The company covers up an embezzlement for fear it might be found actionably negligent in having not detected the crime sooner.
4. The company may be exposed to bad publicity and its image may suffer.
5. Executives are afraid of countersuits for libel, malicious prosecution, false arrest, etc.
6. The criminal justice process is so fraught with delay and other foul-ups that defense attorneys can prolong a case for two years or more and constitute a substantial drain on managerial time.
7. The end result of adjudication will be a mere slap on the wrist - an outcome not worth the trouble to achieve.
8. The firm is interested only in eliminating the cause of profit loss - that is, in terminating the employee, perhaps on a collateral issue (poor work, absenteeism, etc.)

9. Management feels sorry for the offender.

While there can be considerable sympathy for some of these reasons - such as Numbers 6 and 7 - none is sufficient to support a no-prosecution policy and many could, in themselves, be outright illegal. For example, in some states, failure to report a felony is itself a crime. And granting the offender a promise not to prosecute in return for restitution could, in some jurisdictions, be considered as compounding a crime, an act which entails criminal liability. Also, such a deal might enable the offender successfully to claim duress or to assert that his statement of guilt was not voluntary and thus is invalid.

Acceptance of restitution may also jeopardize a company's recourse to third parties, such as banks that cashed forged checks or outlets that received stolen merchandise. Finally, if an employer accepts restitution from, or conceals a crime by, someone covered by a blanket bond, the insurer may have grounds to deny future claims occasioned by this individual.

Regarding fears that the company image will suffer by pressing for prosecution, that court actions are too time-consuming and are bad for employee morale, and that the matter is best left to insurers and bonding companies, etc., reassessment of this view is long past due. For one thing, an overt, well-publicized drive by business to weed out and pursue prosecution of white-collar criminals would probably be regarded as a breath of fresh air by a public long since fed up with policies that cushion the consequences of breaches of integrity. As a committee of industrial security officers concluded, "Experience by those company leaders who have made the decision to prosecute shows that most of their fears never materialized."

Worries over the shortcomings of the criminal justice system should stimulate efforts to improve it, not avoid it through a no-prosecution policy.

According to those interviewed, both within and outside of law enforcement, company fears of suits charging false arrest, libel, malicious prosecution are greatly exaggerated and blown way out of proportion to the likelihood of their occurrence. This is particularly true when a little advance planning with your legal counsel and/or security advisor covers procedures

relating to investigating fraud, interrogating suspects, gathering evidence, and determining its sufficiency.

Obviously, avoidance of a no-prosecution policy does not necessarily imply that all offenses should be reported to law enforcement, which does not appreciate being used as a collection agency. The intent of the offender and the dollar amount involved are common criteria on which the decision to press charges is based. Neither justice nor the problems of an over-burdened criminal justice system are best served by reporting every petty offense (theft of pencils, paper, etc.) to police. Internal discipline should suffice in such cases. However, with regard to substantive white-collar crimes that can be documented with sufficient evidence, the best interests of the company and public dictate disclosure to law enforcement. The policy of one firm is as follows:

- \* Employees will cooperate in the investigation, detection, and prosecution of criminal offenders.
- \* Those committing crimes will be "aggressively prosecuted."
- \* Except for incidents of petty theft/dishonesty, all misdemeanors and felonies will be reported to police. However, police are not to be used as a collection agency.
- \* Restitution will in no way alter the company's above-stated policy to prosecute.

Advance planning in this area is essential. As noted by a group of industrial security specialists, when policies and procedures have been prepared ahead of time, "the company's best interests and its obligations to society can be scrutinized quickly and thoroughly. Frantic research and consultation can thus be replaced by a well-oiled, decisive machine attending to the merits of the case at hand thoroughly and with dispatch. Questions of prosecution, whether rare or frequent, large or small, will then create little or no disruption within the organization."



## TAILORING COUNTERMEASURES TO THE CRIME

In contrast to the generally applicable policies and procedures outlined in the preceding chapter, the following controls and preventive measures zero in on specific frauds. However, the suggestions below are presented primarily for illustrative purposes. That is, they are far from complete and do not constitute an all-purpose remedy. They must be built upon and tailored to fit the needs and dimensions of a given business.

### REDUCING EXPOSURE TO BANKRUPTCY FRAUD

Paramount to implementing a preventive program to combat scam operations is an awareness by your credit and sales personnel. Your sales force is often in a position to detect early warning signals first - such as changes in management, the overly easy sale, orders involving goods unrelated to the customer's business, etc.

Next review the dollar cut-off point demarcating when you order a credit check and when you routinely ship the goods. Bankruptcy planners often depend on high cut-off points.

Seek assistance of a credit-rating organization. Be sure that the service you receive involves something more than an unverified repetition of what the rated company told the credit bureau.

Review your policy on rush orders. If one arrives from a new account, do you omit a credit check?

If one of your salesmen alerts you to a change in management at a customer company, do you take steps to find out whom you are now dealing with?

Are customers assigned credit limits? If an unusually large order from a customer exceeds his limit, is shipment delayed until further information is obtained?

Is too much reliance placed on commissions for salesmen's compensation? If so, the sales force may be tempted to book orders despite strong suspicions about the customer.

Shipping department personnel can be instructed to report destinations that seem incompatible with the product being shipped. For example, a load

of stereos destined for, or rerouted to, a machine shop should raise questions.

With regard to C.O.D. orders, instructions could be issued to drivers not to accept checks, even certified checks (the "certified" stamp can be, and has been, counterfeited).

#### HOW TO COMBAT BRIBERY, KICKBACKS, PAYOFFS

Aside from ethical considerations, there are persuasive economic grounds favoring implementation of antibribery policies. For example, one company reported a sales loss of \$10-million during a ten-month period after its officers were indicted for bribery. Also, many courts have ruled in the negative regarding the question of whether a firm whose employee has given a bribe is entitled to collect for the work done or goods delivered. A recent decision indicated that a city could recover \$689,000 previously paid to a contractor because the contract had been legally voided by the taint of bribery.

#### Countermeasures applicable to business-government dealings

Management should prohibit gifts, no matter how small, to public officials. A gift of a bottle of scotch, a free pass, or a discount can be construed as directed at the same end as would be a "gift" of \$10,000. Businesses must ban all activities that are breaches of integrity in appearance as well as in fact. This policy should be publicized to all government-related customers. (Of course, this is applicable to private-sector customers, too.)

For its part, government should adopt a similar policy. For example, a letter circulated by a city's police department to various local businesses warned that officers are not to be given a tip, gratuity, or other benefit for the performance of duty. The department also implemented a policy of arresting not only bribe-takers but also bribe-givers. Such a policy should be encouraged by the business community.

Appropriate action should be taken to promote the establishment of a statewide commission, or, if necessary, a city-based agency, which is insulated from political pressures and whose primary responsibility is the investigation of official corruption.

Those in the professions can take immediate and resolute efforts to

convert their often rusty disciplinary machinery into a well-oiled apparatus. Today, for example, the American Bar Association shows strong signs of doing just that, no doubt motivated by the harsh conclusion drawn from its own merciless examination of disciplinary procedures:

"The Committee has found that in some instances disbarred attorneys are able to continue to practice in another locale. . . . that lawyers convicted of serious crimes are not disciplined until after appeals from their convictions have been concluded, often a matter of three or four years, so that even lawyers convicted of serious crimes, such as bribery of a governmental agency employee, are able to practice before the very agency whose representative they have corrupted. . . ."\*

Finally, solicitations of payoffs by public officials should be reported to appropriate law enforcement agencies.

#### Preventing bribes and kickbacks among those in the private sector

Assure that receiving operations are separated from purchasing so that buyers, except through collusion with receiving personnel, will not be tempted to accept short deliveries in return for kickbacks.

Whenever practicable, competitive bids should be required. An executive from outside the purchasing department should review bids and inspect the quality of incoming goods to determine if specifications have been met.

Vendors should be informed that they will be granted a hearing if they have any complaints about the fairness or impartiality of purchasing procedures.

Purchasing agents and buyers should be required to report monthly regarding whether they have received any gifts, gratuities, or any other consideration from vendors and, if so, the details. Receipt of substantial gifts should be prohibited. Some companies forbid employees to receive any gifts, regardless of value. If management wants to allow acceptance of token gifts during the holiday season, vendors should be instructed to deliver them to the employee's business address, not to his home.

\* American Bar Association Special Committee on Evaluation of Disciplinary Enforcement, Problems and Recommendations in Disciplinary Enforcement, June 1970, p. 1.

If a supplier other than the low bidder is selected, the reasons should be documented and sent to top management for review and approval.

Purchases from financially shaky suppliers should be prohibited without written approval of top management.

If possible, a "shifting system" for purchases should be utilized - that is, rotate purchasing agents and suppliers periodically.

Instruct employees to refuse and then report any demands by customers for payoffs. Policies pertaining to company gifts, gratuities, etc., to employees of other firms should be strict. If the sending of token gifts is permitted, reports should be required regarding the description of gifts sent, their value, and the recipients' names, titles, and office addresses.

When a buyer's taste, rather than a set of specifications, must enter into the purchasing decision - as in retailing - one way to discourage kickbacks is to set high standards of performance. Buyers whose lines sell are rewarded, while those whose purchases too often wind up in the bargain basement are dealt with accordingly. Indeed, objective, visible, and measurable performance standards for personnel throughout any organization can help preclude payoffs to superiors either for an undeserved promotion or for a cover-up of inferior work or short hours.

Development and monitoring of standards costs and/or usage rates can help deter kickbacks in some areas. For example, fairly accurate projections for fuel-oil consumption in relation to outside temperature can discourage your janitor or boiler room personnel from receiving kickbacks for accepting less heating oil than indicated on the bill from the oil distributor.

Policies should be developed to maintain an arm's-length relationship with unions and sources of financing.

Bribe payments are frequently recorded on the books as "commissions," and honest employees are occasionally duped into believing the payments are legitimate. Procedures should be developed so that management is alerted (1) when payments of "commissions" are not documented by the usual paperwork, such as canceled checks and invoices (often bypassed if a payment is illegal); (2) when the alleged commissions are not in line with widely recognized trade practices; and (3) when the payments are made through banks not used in connection with normal transactions of the business.

## COUNTERING COMPUTER-RELATED CRIME

An authority on computer crime has observed that the "possibility of exposure represents a real threat to the computer criminal, who has an investment in his professional life that would be ruined if his acts became known to his associates. For this reason detection should get at least as much attention from the system designer as prevention."\*

Development and effective implementation of such measures are particularly important when one considers the explosive growth in the number of computers, minicomputers, and remote terminals predicted for the next six years or so. The importance of appropriate counter-measures is further underscored by the pivotal role assigned computers in the heralded less-cash, less-check society, involving as it might the electronic transfer of funds. With this in mind, warnings regarding threats to teleprocessing assume added importance.

The number and sophistication of protective measures to combat various threats depend on several factors, such as the type of computer system (batch or integrated, in-house terminals or remote terminals, etc.), the sensitivity of the data (the seriousness of disclosure or alteration), the principal applications of the computer, and the reliability of the users. The following measures are illustrative of various types of controls.

### Overall procedural guidelines

Separation of responsibilities is a basic control - e.g., programmers should not also be computer operators and vice versa, of course. A possible alternative is dual control over certain functions, an approach that would help avoid proliferation of narrow, uninteresting jobs. Rotation of programmers and operators among different programs and machines is a possibility, too.

Computer operations must be independent of other departments - e.g., EDP personnel should not have access to such assets as cash and inventories and they should not be in a position to authorize checks, purchase orders,

\* Donn B. Parker, "Profile of a Computer Criminal," Data Management, July 1973. (Reprinted from Investments in Tomorrow, Stanford Research Institute.)

shipping documents, and the like.

Require EDP personnel to take their vacations - hopefully during a period covering month-end activities.

Use of computer equipment, particularly when overtime is involved, should be by explicit permission and recorded as such.

After-hours processing should be subject to the same controls and procedures that apply during the normal work day.

Transactions that are listed as exceptions because they did not pass one or more control points should be investigated and resolved promptly.

Unexplained stoppages or interruptions should be logged, as should errors and action taken.

Physical and data security measures should be reviewed and audited periodically.

Access to computer facilities should be on a need-to-know basis.

#### Program-related controls

Programmers should give written - not oral - instructions to computer operators.

Programs should contain a statement of ownership. This will help deter program thieves or, if not, will facilitate their later prosecution.

Controls written into programs should not be indiscriminately overridden. Overrides should be reflected in exception reports.

The responsibilities of writing, authorizing, modifying, and running programs should be separated whenever possible.

Threat-monitoring can be built into programs whereby suspicious deviations from standards or from normal patterns can be detected and recorded in exception reports. If, for example, the weekly payroll is \$150,000 but the total came to \$175,000, the program could cause this fact to appear in a special report.

EDP auditors should be consulted regarding appropriate tests and checks to incorporate into application programs.

When possible, divide responsibility between two or more persons for the maintenance of programs vital to those applications that could be fraudulently manipulated.

Maintain an audit trail of changes to programs. Documentation of programs should include a written record of all changes, reasons therefor, dates, authorizations, and cross references to other affected programs.

Program debugging should be separated from production activity.

Data controls: input, output, tapes, disks

Documents sent to the computer room for input processing should be accounted for - that is, the number sent is compared with the number received..

Corrections on source documents for input processing should be made by the originating department only.

Retain source records for a sufficient period so they can be related to output documents if necessary.

Vendor checks, payroll checks, and other negotiable items, as well as important forms (e.g., purchase orders), should be numbered sequentially.

Errors in processed data spotted by user departments should be promptly reported to the appropriate person or group within the EDP facility.

A method of controlling both the number of records processed and the accuracy of the processing itself involves the development of various totals. By determining the sum of purchase order numbers, stock item numbers, account codes, etc., and comparing such "hash" totals from time to time throughout the processing, various errors (omissions, duplicate processing, etc.) can be detected. Sequence checking can detect gaps in sequential numbering (as might occur in a check-writing run) and duplicate numbers can be located.

Output should be logged and stored in a secure fashion until routed to authorized recipients.

The tape and disk library should be either manned or locked, and accountability for the maintenance of the library should be clearly fixed.

A physical count should be made periodically of the inventory of all tapes, disk files, programs, and supporting documents.

How do you safeguard data communications?

Consider use of machine-readable cards or badges by which terminal users can identify themselves to the system. Collect such cards at the end of each work period.

Passwords and individual security codes used to identify terminals and their users, respectively, should be changed periodically.

Relatively new devices by which to identify terminal users are products enabling recognition of fingerprints and hand dimensions.

At sign-off, terminal users could be required to indicate when they will return to an active status. Entry attempts during the interim are thus flagged as those by possible impersonators.

If data are considered highly sensitive, scramblers and cryptographic devices could be used to safeguard the privacy of information during transmission.

The computer could be programmed to disconnect terminals after a specified period of inactivity by the terminal user. This helps guard against problems caused when a user leaves the terminal without signing off.

Devices and procedures are available to limit access of a valid terminal user to certain files only, to allow him to read certain files but not to modify them, etc.

Lockwords, which a terminal user can change at any time, can protect his file from being read by others.

The system could record unsuccessful attempts by terminal users to gain entry to the computer - e.g., invalid codes, requests to access files that the terminal user is not authorized to use, etc. Users could be automatically disconnected in such cases.

#### The audit of EDP operations

An essential component of an early warning system for the detection of potentially destructive frauds is the EDP operations audit. According to one source, "EDP is of such economic and procedural importance that probably no system other than the financial one should be more heavily audited."

Such audits may be performed by an internal group, by an outside organization, or both. In any event, the EDP auditor is a combination accountant-programmer-computer analyst and functions as a friendly gadfly or devil's advocate. He keeps the data-processing staff alert by probing, testing, and evaluating procedures, controls, audit trails, safeguards, programs, security, etc.



Since computers have become such an integral part of both small and large business enterprises, the American Institute of Certified Public Accountants has recognized that skills additional to those needed for audits of non-computer systems are necessary.

Members of the accounting professions across the country have been alerted to the necessity of acquiring these additional skills. Also, the AICPA provides training programs and sources of information as well as leadership by providing solutions to the computer audit problem.

Businessmen should check with their public accountants to determine if they are qualified to handle computer audits.

Audits should be scheduled at appropriate intervals. During the interim period, the EDP system and its personnel could be monitored on a random basis, which would tend to keep the potential computer criminal off-balance and stimulate or heighten fear of detection.

#### COMBATING CONSUMER FRAUD, ILLEGAL COMPETITION, DECEPTIVE PRACTICES

The most effective measures by which businessmen can help prevent and combat frauds and other illegalities directed at consumers by the unethical are those undertaken through collective action. However, there are a number of appropriate questions pertaining to internal operations that management can ask itself:

1. Are sales goals and other performance standards so difficult to achieve that they encourage use of deceptive practices against consumers?
2. Do complaints from customers receive intelligent evaluation in terms of how they might be indicative of borderline tactics?
3. If salesmen or other employees spot signs of consumer fraud within the industry, such as price fixing, are they instructed to report this to management, who in turn inform the proper authorities?
4. Are sales personnel so dependent upon commissions that they might be tempted to employ deception to secure an order?
5. Has the company supported and encouraged the creation of a consumer protection unit within the district attorney's office?

6. Does the firm encourage feedback from customers?
7. Does the management from time to time take a firsthand look at operations to compare printed policy and procedures with what actually goes on?
8. If the firm employs a debt collection agency, are its tactics aboveboard?
9. Do management personnel attend the occasional seminars and conferences conducted by FTC regional offices to inform companies of the scope of the Commission's role?
10. Are informal opinions from FTC regional offices, or the more formal advisory opinions from the Commission itself, requested to obtain guidance on the legality of proposed action or practices contemplated by the company?

Regarding the competitive illegalities and deceptive practices aimed at those in business and the profession, illustrative countermeasures are as follows.

Advance-fee frauds. Do not seek loans through brokers who deal with offshore or other foreign lenders unless detailed investigation reveals the legitimacy of such sources of funds. If the institution offers you a Dun & Bradstreet report purporting to substantiate its financial statements, obtain independently another D & B report and, if one exists, compare the two. Do not deal with a lender who is not prepared to provide an audited financial statement certified by an accountant whose integrity those in the profession are willing to confirm. Verify that the executives listed as board members of the lending institution really occupy such positions. If the lender is an insurance company not well-known to you, check it out with your state's insurance commissioner. If the broker is willing to put his advance fee in an escrow account until you receive the loan, verify that the bank where the fee will be deposited is itself not a dummy corporation created by the lender.

Ponzi game. Do not place your investment funds with someone whose reputed financial wizardry is based on hearsay, not documented proof. This proof should come from those who are not current clients of his. Any scheme that promises a fantastic return at minimal risk should be suspect. Verify claims made by the investment specialist that he handled the funds of various well-known personalities.

Franchise-related frauds, including pyramid sales. If you are approached about purchasing a local franchise or distributorship, obtain the names and addresses of a representative number of franchisees located near the area where you would operate. See them and become familiar with their operation, determine their success, their opinion of the franchisor, and their problems. Have nothing to do with a franchise whose major money-making appeal is the sale of other franchises or of lower-level distributorships. Determine whether the franchise product or service is a proven one, or just a gimmick or an appeal to a transitory fad. Ask to see certified profit figures of franchisees who operate on a scale similar to what you are contemplating. If you do not have experience, verify the type of training, if any, the franchisor will provide. Check the franchisor's reputation with a Better Business Bureau or other consumer protection organization. Consult a lawyer and have him review all aspects of the proposed agreement before you sign it.

Land sales fraud. Read the disclosures contained in the developer's Property Report. There is no law preventing someone from selling you a house lot that is a swamp or is nowhere near a water supply if this is disclosed in the Property Report. One purchaser bought a house lot - sight unseen - which turned out to be marshland; to drain it would require a Corps of Engineers permit, the granting of which is doubtful. All this was disclosed in the Property Report, which the purchaser did not read. Ask a lawyer to review the Property Report and the agreement you are expected to sign. Do not purchase the property without personally inspecting the site. Do not waive the cooling-off period provided for in contracts. Do not base decisions to purchase on promises - only on what is spelled out in the contract you sign. Check with the Office of Interstate Land Sales Registration (HUD) to see if litigation is in progress against the developer.

Among the preventive measures that a land sales firm can take are (1) put salesmen on salary plus a limited bonus, which reduces commission-induced pressure to engage in deceptive practices and (2) instruct potential customers through advertisements to report any instances of sales puffery or other abuses to the company.

As for any of the many FTC-related offenses by which a company might be victimized, they should be described to key managers and employees, who should be instructed to inform top management whenever competitors are suspected of employing these anticompetitive or deceptive practices. Often these illegal tactics are not brought to management's attention because those in a position to first detect them do not recognize the practices for what they really are. If well-founded, reports of such illegalities should be forwarded to the proper authorities, just as should attempts at tax fraud.

#### HOW TO REDUCE FRAUD BY CREDIT CARD

regarding credit card users, they should safeguard their cards as they would cash. They should not leave cards in desk drawers at the office or on top of bureaus at home or in the glove compartments of cars. When cards are lost or stolen, they should be promptly reported as such to the issuer. Upon receipt of a letter from an issuer indicating a new card was mailed recently, the user should respond immediately if the card has not arrived.

Acceptors of credit cards - especially their money-handlers, such as cashiers - can play a particularly critical role in preventing credit card fraud and in enhancing an establishment's reputation for being "no pushover:"

- \* Check the dates on the card indicating when it becomes valid and when it expires.
- \* Refer to issuer's card cancellation bulletin.
- \* Note if the card appears altered or defaced.
- \* Compare the signature on the card with that on the sales slip.
- \* Call the issuer's special authorization number if any of the danger signals noted arouse suspicions - even if the purchase does not exceed the amount that would normally trigger such a call.
- \* Keep card imprinters and blank charge slips under tight control.
- \* Drop floor limits, in retail operations, to zero in selected departments occasionally.
- \* Keep cashier areas well-lighted to discourage unauthorized transactions and to reduce errors.

- \* Select as a cashier someone who has basic intelligence and who has been well trained.
- \* Do not allow waiters to imprint charge slips.
- \* Investigate customer allegations of mishandled credit card transactions.

Issuers of credit cards have taken steps ranging from the simple to the highly elaborate to detect and deter fraud. Credit card applications, for example, receive close scrutiny. One issuer requires six to eight weeks to complete such investigations.

Shortly after cards are mailed, a follow-up inquiry is sent to determine if the card arrived. This simple procedure has cut fraud losses substantially, thanks to the timely information it elicits. To reduce even further the possibilities of theft from the mail, some issuers use registered mail when cards are sent to "high risk" Zip Code zones.

Various security features are built into cards on a periodic basis as an anticounterfeiting measure.

Computers of many card issuers can alert officials if a cardholder's spending departs from his traditional pattern; if so, the cardholder may receive a phone call from the issuer and be asked to confirm if his card is still in his possession.

Depending on an acceptor's fraud-loss record, he may be required to seek authorization - via phone - from the issuer before honoring a user's card in transactions above a prescribed amount. Computers of some issuers are able to relate the fraud-loss experience of an establishment to that of others in the same area. Where losses seem out of line, investigators may be sent to the scene. Card cancellation bulletins, which contain the numbers of stolen or lost cards, are sent to acceptors periodically and rewards are given to those who pick up unexpired cards listed in these bulletins. Experimentation is now under way with regard to computer-linked terminals that employ scanners to validate cards at the point of sale.

The policy of one issuer dictates that the prosecution of a credit card criminal is never dropped unless so requested by the court. Necessary expenses to transport witnesses to court in order to testify are often paid

by the issuer. If a cardholder-witness refuses to testify, his card is revoked.

Finally, users, acceptors, and issuers all can check to see if their respective states have enacted legislation based on the model State Credit Card Crime Act, which resulted from an American Express Company-sponsored study of state and federal laws as they related to credit card fraud. The study determined that because of major weaknesses and loopholes, many existing laws did not afford legal redress against the sophisticated techniques of today's credit card criminals.

#### PREVENTIVE MEASURES FOR EMBEZZLEMENT AND PILFERAGE

Though the warning may seem overly cynical, it warrants repeating here: the weakest link is your most trusted employee because he is in the best position to inflict the greatest damage. This should be kept in mind during the application of such preventive measures as the following.

##### Illustrative embezzlement-related controls

Cash Controls. Receipt and disbursement of money should not be performed by the same department that handles the accounting therefor. Over-the-counter cash sales should be supported by prenumbered sales slips. Refunds in cash should be prohibited; returned merchandise should be inspected by a supervisor and a check mailed to the customer. The person depositing money at the bank should be different from the individual preparing the deposit slip.

Check cash receipts records against duplicate deposit slips. The employee who balances the day's cash against sales slips or cash register tape should not be involved in sales. Reconciliations of monthly bank statements should be done by an employee who does not handle the receipt and disbursement of cash. Small business owners should have bank statements sent to an address other than that of their businesses, should personally reconcile such statements, and examine all canceled checks and endorsements for clues to possible irregularities. Prenumber petty cash slips. Keep petty cash separate from other funds. Do not use petty cash funds to cash checks or for loans.

Disbursements. Pay bills by check. Payment authorizations should be invalidated (as with perforations) after payment so they will not be reused to support a fraudulent disbursement. Prenumber all blank checks and keep them under lock and key. Prepare checks with check-writing machines. Do not presign checks. Signed checks should not be returned for mailing to the person who prepared them. Compare canceled checks with invoices or vouchers regarding names of payees, dates, and amounts.

Accounts receivable and sales. Correspondence related to accounts receivable should be handled by an employee other than the one who prepared the monthly statements. All adjustments (credits for returned goods, pricing errors, etc.) should be approved by an executive not having access to cash. Collection of past-due accounts should be assigned to someone outside the bookkeeping department. Invoices should be numbered sequentially. Bad debt write-offs should be approved by an executive outside the bookkeeping or sales departments.

Purchasing, receiving, accounts payable. Separate receiving from purchasing and both from accounts payable. Prepare purchase orders on pre-numbered forms. Send purchase order copies to receiving and accounts payable. Approve invoices for purchased materials only if accompanied by the purchase order and receiving report. Purchasing personnel should not be given responsibility for checking on the condition of goods received nor for storage and withdrawal of inventory.

#### Typical pilferage countermeasures

Physical inventories should be taken regularly and by a person not connected with the maintenance of perpetual inventory records. If inventories are at more than one location, physical counts should occur on the same day. Removals from inventory should be by requisition only.

Do not permit drivers to put goods into, or remove them from, storage. Remove received materials to storage areas promptly. Have warehousemen check inventory arrivals against receiving records.

Check for careless storage of valuable metals, such as copper, nickel, and brass. Inspect rubbish piles or other places of concealment near the

property's perimeter. Mark with company name such tools as spray guns, acetylene torches, electric drills, etc. Tool cribs and stockrooms should be checked for the presence of unauthorized or suspiciously acting employees. The presence of property that is out of its customary area or appears to be placed for misappropriation should be reported immediately. Tools should be checked back into the tool crib at the end of each shift. Some companies report that since adopting a policy of lending tools to employees for home use, losses have decreased.

When returned by the local driver, delivery receipts should be compared with control copies. Periodically rotate drivers among runs. Require positive identification from pick-up drivers; record license plates, especially on rental vehicles. Segregate shipping from receiving areas. Delete advertising from shipping cartons. Strap small cartons into one unit for pickup. Route truck shipments in a way that minimizes the number of inter-line transfers.\*

A package control system can be effective in preventing pilferage of inventory, supplies, tools, and other property. But package pass forms should be carefully regulated and charged by number to those authorized to issue them. Sample signatures of those authorized to issue passes should be available to guards at exit gates. Package passes should be signed only at time of issue. Passes collected and then canceled by guards should be returned to the issuers for verification and destruction.

Product components used on the assembly line may be desirable targets for pilferers. Some firms help control such losses by storing the main supply in locked cribs and distributing only those amounts required for the day's production.

Once controls such as the above are implemented in a coordinated fashion, a more intelligent decision can be reached regarding the need for security personnel and such hardware-oriented controls as alarms, surveillance systems, etc.

\* For additional suggestions about how to reduce pilferage of cargo, see Cargo Theft and Organized Crime (October 1972). Available from the U.S. Government Printing Office, Washington, D.C. Price is 70 cents.



## COUNTERMEASURES FOR INSURANCE FRAUD

Countermeasures applicable to the false-claim racket include the following:

1. Check the claimant's name against the files of the insurance industry's Index System, a nationwide clearinghouse of injury claims. A lengthy claims history of an accident "victim" could indicate fraud.
2. Do not be beguiled into accepting a hasty settlement.
3. Secure independent medical evidence regarding alleged injuries.
4. Insist that the claimant document his case fully.

As for preventive measures to reduce exposure to swindles by paper insurance companies, a basic precaution is to check the insurer with your state insurance commissioner - particularly when the company is based off-shore or overseas. Such alien insurers are screened with regard to their integrity, and state insurance commissioners have access to the results of this screening.

To guard against dealing with an insurer whose parent, if any, has weakened its stability through one or more of the tactics described in Chapter III, the prudent course is to seek the advice of your banker, insurance consultant, or investment counselor to determine the corporate status of the insurer, the history of its financial dealings with its parent, if any, and an overall assessment of its stability. Your state insurance commissioner may also be of help in this regard. The same procedure could be followed to determine whether an insurer is authorized to sell the type of coverage being advertised.

## RECEIVERS OF STOLEN PROPERTY - SOME PREVENTIVE STEPS

In the words of a former fence, the placement of identification numbers on products "would stop a lot of burglars from burglarizing, a lot of receivers from receiving." Indeed, the greatest problem confronting prosecutors and police officials in apprehending and convicting receivers is that stolen merchandise frequently cannot be identified by its owners. If a

businessmen is unable to distinguish between his goods that were legitimately marketed and those of his that were marketed as the result of a theft, his plant or store presents a tempting target to the thief-fence combination.

Manufacturers have a particularly vital role in devising methods by which identification numbers can be stamped on, or otherwise affixed to, products and merchandise. But product identification per se will achieve little if manufacturers, wholesalers, retailers, and consumers do not take the time - and expense - of recording the identification numbers of products currently in their possession. Such numbers are invaluable to law enforcement officials, who can enter them into computerized criminal information systems, such as the FBI's National Crime Information Center, which contains data on a wide variety of stolen articles.

Company personnel - especially the sales force - could be instructed to remain alert for the sale of company products at abnormal discounts or through unusual channels or outlets. They could be given the serial numbers of stolen goods. In one instance, a typewriter repairman noted that the serial number on the equipment he was servicing was on his employer's hot list.

Management should not put so much pressure on buyers and purchasing agents that they resort to dealing with cut-rate underworld sources. Rather, they should carefully study the good bargains that may be offered from time to time, especially if the item to be purchased is drawn to their attention by those who operate outside the distribution channels usually associated with the product.

Frequently theft victims - or their insurers - are approached by receivers who offer to sell back the stolen merchandise. Though such offers may be tempting, they should be rejected. For a company to become the prime market for the merchandise. Though such offers may be tempting, they should be rejected. For a company to become the prime market for the merchandise stolen from it is hardly in the firm's best long-run interests - nor in the best interest of crime prevention.

Routine inspection of outlets considered as capable of peddling stolen merchandise may reveal problems that your firm's internal controls failed to detect. If certain types of outlets are commonly associated with selling

stolen property, attempts might be made to convince local government that it should outlaw or at least regulate them. In one city, the police are charged with enforcing comprehensive regulations directed at over 50 different types of businesses which are considered to be likely outlets for fencing or other undesirable activity. Some forms of business are banned altogether, such as flea markets.

Business can support proposed federal legislation designed to permit civil suits (governed by less stringent rules of evidence than apply to criminal proceedings) by transport carriers, shippers, or others lawfully in possession of goods moving in interstate commerce to recover treble damages from any person who buys, receives, or possesses such goods providing such a person knows or should have known the stolen character of the goods. The bill, proposed by the Senate Select Committee on Small Business, would supplement the present criminal law in this area. Support for comparable legislation at the state level also merits serious consideration.

#### WHAT CAN BE DONE TO COUNTERACT SECURITIES THEFT AND FRAUD?

There is a disturbing sufficiency of evidence to indicate that many within and outside of the securities industry assiduously avoid raising the necessary questions about the legitimacy of the certificates they handle. Indeed, in one reported case, a bank which learned that it was stuck with a stolen security palmed it off on another institution, which subsequently discovered the true nature of the certificate. Reported apathy to subjecting securities and those who tender them to a thorough cross-examination is the result of a combination of factors, according to many interviewed for this publication.

- \* Naive trust.
- \* Greed which triumphs too frequently over reason. The commission is too appealing, or the deal is too tempting; as a result, questions that should be answered are never even asked.
- \* Fear by some banks and brokers that by checking the authenticity of certificates with various stolen-security master lists - computerized and otherwise - the protection afforded by the holder-in-due-course doctrine will be jeopardized. In oversimplified terms, the doctrine

can protect a bank or broker from claims of ownership by prior holders of a security if the bank or broker accepts a negotiable instrument in good faith and without knowledge of any "problems" associated with the security. Although coming under increased attack, the case is made that if a banker or broker fails to check existing information, even when it is readily available on a timely basis, regarding the legitimacy of a security, this does not show a lack of good faith, etc. and the holder-in-due-course protection is not affected. However, so some would argue, once the banker or broker subscribes to a system or service that provides such information, failure to use it in a given case negates due-course protection and opens the floodgates of potential litigation with regard to the possible claims of prior holders of the security in question. Clearly, this problem - assuming it is a valid problem - must be resolved before a wholehearted attack on securities fraud can commence.

- \* Insurance will take care of theft and fraud losses.
- \* Fear that if an institution's inventory of securities is checked against a list of lost, stolen, and missing certificates, a substantial number of these would be found on the premises, having been unwittingly or carelessly accepted during the course of various fraudulent transactions. One respected authority has stated that hundreds of millions of dollars worth of such securities are probably in the vaults of the nation's financial institutions. This raises a question whose answer is still relatively murky: Who is going to get stuck? The current holders of these securities? The insurers of those holders? Or those who owned the securities prior to their loss or theft (and to whom replacement certificates were probably issued)?

For a variety of reasons, therefore, one of the most effective countermeasures for nipping securities fraud in the bud (and removing the reason for the related thefts) - that is, the cross-examination of "paper" - is often honored more in the breach than in its observance.

Businessmen should maintain an attitude of constructive skepticism with regard to transactions involving offshore firms. The same also applies to little-known domestic companies whose financial statements indicate significant assets in the form of securities of equally little-known firms.

Credit reports which merely parrot the representations of those reported on should not be regarded as proof of anything.

Financial institutions and brokerage houses should establish clear lines of accountability for adherence to well-thought out procedures regarding the handling and storage of securities. When a theft does occur, an "accountability audit trail" will exist.

Banks should not accept street-name securities as collateral, Brokerage houses should not stamp their street-name endorsements on securities to be held in inventory.

Shareholders should not keep their securities at home but in a safe-deposit box or with a reputable, financially stable brokerage house. Regardless of where securities are kept, their owners should record the certificates' numbers, denominations, and issuers, and file this list in a separate location.

Support should be considered for legislation, already recommended by a Congressional committee, that would make it a federal offense for anyone with intent to defraud, to create, write, possess, use, or exhibit a financial statement, brochure, credit reference, or business report reflecting assets of \$1-million or more, if such document contains information and figures that are false or fraudulent.

Other legislation that has been recommended pertains to authorizing the Securities and Exchange Commission, by court order, to seize and attach illegally obtained funds believed to be the product of securities fraud or manipulation, in order to prevent secretion and dissipation of these funds so they eventually may be returned to those who have been defrauded.

Physical inventory counts should be compared with records of not only number of shares on hand but also the identification number on each certificate. The latter aspect could be conducted at least on a random sampling basis.

Proposed transactions involving the sale of securities at bargain-basement prices should be regarded as inherently fraudulent. Those security transactions involving numbered Swiss bank accounts or secretive foreign trusts must be regarded as suspect until proved otherwise.

Be wary of "getting in on" an hitherto obscure stock whose price is suddenly increasing - particularly when most of each day's increase occurs near the close of trading.

Since many securities are bearer instruments - and thus are as good as cash - some observers have recommended that all securities be of the registered type, which are not as easily negotiated.

To sum up, the application of healthy cynicism can result in the biggest dividend of all.

## APPENDIX 1/SOURCES OF ASSISTANCE

The following list is not all-inclusive but merely notes some of the likely sources that could be expected to assist victims of white-collar crime. After each listed source, space is available for you to note the phone number and address. (Your District, Prosecuting, or State's Attorney may have a supplementary list available.) Before contacting a given source, you should consult with your legal counsel and/or security adviser. Because of special conditions that might apply in a given case, he may suggest an agency not mentioned here; if so, add it after "Other." If you are undecided about which federal agency to contact for a given offense, Postal Inspectors and FBI agents can help resolve such question.

1. District or Prosecuting Attorney:
2. Police or Sheriff:
3. Local or state agency specializing in investigations of official corruption:
4. Nearest State's Attorney:
5. State Insurance Commissioner:
6. Antitrust Division, U.S. Department of Justice:
7. Criminal Division, U.S. Department of Justice:
8. Nearest FBI office (usually listed in the front of your telephone directory):
9. Federal Trade Commission (and/or nearest FTC regional office):
10. Immigration and Naturalization Service, U.S. Department of Justice:
11. Intelligence Division, Internal Revenue Service, in the IRS District in which you file:
12. Office of Interstate Land Sales Registration, U.S. Department of Housing and Urban Development:
13. Office of Labor-Management and Welfare-Pension Reports, U.S. Department of Labor:
14. Nearest Postal Inspector (or local Postmaster if you want to relay reports through him), U.S. Postal Service:
15. Securities and Exchange Commission:
16. Nearest U.S. Attorney:
17. U.S. Secret Service, Department of the Treasury:
18. Local or statewide citizen crime commission:

19. Security Division of credit card or travelers check issuer;

20. Other:

The publication, White Collar Crime: Everyone's Problem, Everyone's Loss is available from the U.S. Chamber of Commerce, 1615 H Street, N.W., Washington, D.C. 20062 for \$2.50 or \$1.75 for orders over 100.

VICTIMS OF CRIME



# RAPE -- THE VICTIM STANDS ACCUSED



LNS/cpf



LNS/cps

33663

AN EXEMPLARY PROJECT

A COMMUNITY RESPONSE TO RAPE

Polk County Rape/Sexual Assault Care Center  
Des Moines, Iowa

Gerald Bryant  
Paul Cirel

1. Introduction

A rape victim is usually brought into an emergency room of a large public hospital which is crowded, confused, understaffed and overworked . . . Police, doctors, nurses, and clerks all are trying to get information from her, but no one asks how she is feeling. She is treated as an accused, as if she did something wrong. She leaves the hospital alone to return home frightened, confused, dirty, and distraught. She was raped in private during the crime; she has now been raped in public.<sup>1</sup>

The effects of rape on the victim are both physical and psychic. First, she faces physical peril: the immediate danger of being beaten, maimed, or even killed, and in the longer run, the possibility of contracting venereal disease or becoming pregnant. Second, she is subjected to psychological stress (Rape Trauma Syndrome); only recently has it been acknowledged that this condition requires special treatment. Compounding the victim's feelings of guilt, anxiety, and fear are prevailing community attitudes towards the victim of rape: the role of victim is viewed with ambivalence ("She got what she asked for"). Even her family and friends may suffer some trauma. A final psychic stress is caused by the often oppressive legal aspects of the definition of rape - proof of force, penetration, and lack of consent. All these factors contribute to the victim's personal feelings of humiliation and ostracism.

The Uniform Crime Reports made available by the Federal Bureau of Investigation indicate that over 56,000 forcible rapes were reported to the police in 1975 - one every nine minutes. Victimization surveys indicate that the number of actual incidents may be twice as high as the number

reported to the police.<sup>2</sup> In the same year, the FBI estimates that 26,670 arrests for rape occurred, or roughly one for every two reported cases. Convictions, however, were much less frequent. "Guilty as charged" was the verdict for 8.8 percent of the offenses; another 2.5 percent resulted in conviction on lesser offenses.<sup>3</sup> No one really knows what happens on a national level after that. In one state that maintains offender-based transaction statistics, only 31.5 percent of the convicted rapists were sentenced to prison.<sup>4</sup> Clearly, the odds favor the rape offender. In the overwhelming majority of cases, the rapist is not likely to spend even a day in prison for his crime.

Yet until very recently the crime of rape and its consequences for the victim received little attention. For instance, the medical community was not particularly prepared to meet the rape victim's needs. The public hospitals to which she might go for treatment tended to be overcrowded, underfinanced, and bureaucratized. Private hospitals often lacked emergency or special facilities and charged the rape victim up to \$75 for the examination. Hospitals in general did not employ Standard Operating Procedures for treating victims. Thus only haphazard consideration was given to the collection and preservation of the medical evidence necessary for prosecution, and rarely was any consideration given to the mental well-being of the victim. The former problem was aggravated by the lack of coordination between police investigators and medical examiners. Evidence was literally washed away, as clothes and bodies were cleaned rather than examined for semen, pubic hair, or blood.

The rape victim's experiences with the criminal justice system were also often unpleasant. If she reported the crime, she might encounter police skepticism and insensitivity and might have to repeatedly describe the details of the attack to a series of officers and detectives. Furthermore, rape received low priority in police investigation assignments. More often than not, the detectives were not from bureaus that investigated assaults and homicide (which usually are staffed with more experienced personnel) but rather from juvenile, vice, and/or prostitu-

tion bureaus. Many of these detectives were accustomed to investigating crimes in which both parties willingly participated.

If she wished to take the matter to court, she found that the prosecutors, working independently of police and hospitals, put her through the ordeal of repeating the story yet again. If the prosecutor's office was typical, there was no continuity of assignment, and therefore the victim was forced to relive and retell the incident at every change of assignment and at the various stages of prosecution (probable cause/arraignment, grand jury, and trial). Again due to the low priority assigned to rape cases, those that managed to get to trial often suffered from limited prosecutorial attention.

Proving that the rape occurred was only the first step. Several legal and circumstantial issues played a large role in preventing the suspect from being found guilty of rape even when the forcible sex act had been proven. Juries questioned any case where the victim voluntarily placed herself in a situation where a rape could occur, particularly when the victim got into a car with the offender, or let the offender into her apartment. Corroborating testimony was sometimes required, and evidence concerning the victim's lifestyle and prior sexual conduct was usually relevant and material. Finally, the myths and peculiar rules of evidence that marked the trial were often buttressed by such jury charges as the one recently struck down in an Iowa Supreme Court case, "The charge of rape against a person is easy to make, difficult to prove, and more difficult to disprove."<sup>5</sup>

During the past few years, however, rape has become more and more the focus of national attention. Rape crisis centers have sprung up around the country with the intent of treating victims, educating the public and/or aiding in the effort to apprehend and prosecute rapists. Since late 1974, the Polk County Rape/Sexual Assault Care Center (R/SACC) has provided the greater Des Moines area with all of these services. LEAA's National Institute of Law Enforcement and Criminal Justice has designated the Polk

County R/SAAC an Exemplary Project in recognition of its efforts to bring about law reform, to improve medical treatment and to institutionalize medical, police and prosecutorial procedures designed to increase the quality and quantity of victim services and the likelihood of successful prosecution. This manual is intended to aid the staff and planners of the many rape crisis centers now or soon to be in existence across the nation, in developing techniques and procedures that address the problems discussed in this introduction. In addition to this document, which focuses on the procedures employed by the Polk County R/SACC, a related LEAA publication should be consulted for information on particular techniques employed in police departments, hospitals, prosecutor's offices and communities in several other states:

- \* Rape and Its Victims: A Report for Citizens, Health Facilities, and Criminal Justice Agencies, A Prescriptive Package, Center for Women's Policy Studies (Available in single copies free of charge from the National Criminal Justice Reference Service, Washington, D.C. 20024. Multiple copies are available from the Government Printing Office, Washington, D.C. 20024; order number 027-000-0036-0.)

## 1.1 Project Overview

The Polk County Rape/Sexual Assault Care Center is a single program designed to deal with the multiple problems of rape and sexual assault. Providing victims with counseling support, reforming state statutes, coordinating with the prosecution, training and assisting police and medical personnel, and educating the public are the Center's prime objectives. Although funded primarily by the Central Iowa Area Crime Commission through the County Board of Supervisors, the Center is a truly community-oriented facility, working with and being supported by hospitals, schools, and volunteers as well as law enforcement agencies.

The Center is organized for maximum community participation. There are currently 75 agencies and organizations represented on the Center's Board of Directors. As a result, officials of almost every public agency in the

community are Center volunteers. Consider what this community support means to a victim. She is shocked, hurt, stunned. But an extensive public relations campaign - local television, radio, newspaper, even a special "rape awareness" program in the public school system - has made her aware of the Center. The telephone number has been widely advertised; the operator also has it. A public education program has helped make her aware of the importance of doing something. She calls the Center. Twenty-four-hour phone and contact service ensures that help is on its way to her within minutes.

The contact worker meets the victim at the hospital, where another special education program and the worker's expertise have helped to make sure that the victim receives appropriate care and that physical evidence is properly handled. Through R/SACC's Board of Directors, the contact worker is in touch with a full range of community service agencies; she arranges for additional counseling if needed. From initial contact to hospital to counseling, the worker is always available, always there when needed, a protective buffer against further shocks. And throughout, while avoiding a "hard sell," she urges the victim to report the assault to the police.

Once the victim has agreed to report the assault, the most intensive part of the contact worker's task begins. She prepares the victim and helps her deal with the stress of each next step. Her familiarity with the victim is extremely helpful in painlessly extracting pertinent information, thereby aiding law enforcement personnel, who themselves will have received special training for dealing with rape victims.

When the case is transferred to the County Attorney's Office, the contact worker accompanies the victim to the prosecutor. A single (in Polk County's case, female) prosecutor is assigned to all rape cases. The combination of the special prosecutor and the contact worker creates an especially good working relationship with the victim which has resulted in a significant increase in the quality of rape prosecutions.

When the case finally comes to trial, the victim (accompanied to court by the contact worker) faces an educated jury. The Center's public education program has worked to teach the community that rape is not the victim's fault, that victims do not "ask" for it, and that rape is crime, not fantasy.

The route outlined above is not the only one possible. If a victim goes directly to a hospital, the Center is immediately notified. If the report is made to the police, again the Center is notified. In either case, the contact worker goes directly to the hospital to be with the victim. In all cases the final result is the same: victims receive improved medical care and counseling, and law enforcement agencies have available better evidence, better and more reliable witnesses, and improved prosecution.

## 1.2 Summary of Results

Since the Center was created, police clearance rates for rape cases have risen from 50 percent to 69 percent. Even more significant changes have been seen in the Special Prosecutor's Office, where victims show an increasing willingness to press charges. Before the program began, charges were filed in only a third of cases where the offender was identified; that figure has now jumped to three-fourths of those cases. An equally dramatic rise in conviction rates has occurred: while only 40 percent of the cases tried in the pre-project period resulted in conviction, the figure rose to 65 percent in the project's first year and is now up to 82 percent.

Contributing significantly to the improved record of convictions are legislative changes in the 1974 Iowa Criminal Code that disallow any irrelevant testimony involving the victim's past sexual history and eliminate the requirement for corroboration beyond the physical evidence and the victim's testimony. These reforms were stimulated by the individuals who went on to create the Rape/Sexual Assault Care Center as a necessary step in gaining the victim cooperation so essential to successful prosecution of rape cases.

Finally, but most important, there is no doubt that the R/SACC has succeeded in both coordinating service activity and decreasing victim trauma. The quantity and quality of the Center's services are limited only by the quantity and quality of those available in the entire community. In short, they are the best available.

## 2. Project Development and Organization

Rape makes no distinction along political boundaries, and the cooperation of all government units will enhance the effectiveness of the services which the Center can deliver.<sup>6</sup>

From its inception the Polk County R/SACC has enjoyed the active support of the greater Des Moines community. This support has been carefully sought and actively maintained. Founders and supporters were committed to the notion of creating a community-wide service agency that would not only be accessible to all victims but that would be able to attract victims. A non-partisan, broad, community-based effort was undertaken to accomplish that goal. Section 2.1 presents a chronology of the events that led to the formation of the Polk County R/SACC. While particular individuals are cited for their foresight and diligence, the section's main purpose is to demonstrate one successful method for the formation of a rape crisis center. It details how one community utilized a resource available to every community - active, concerned citizens - to respond to needs equally present in every community.

### 2.1 History

In 1973-1974 the Iowa Women's Political Caucus emerged as a respected, influential organization. Allied with established political interests, to a large degree it helped legitimize the feminist movement in Iowa. Politically active and concerned women who considered themselves feminists were not viewed as a fringe group but rather as an integral part of the political process. This identification was clearly helpful in establishing a climate receptive to the development of a rape crisis center.



In November, 1973, the Metropolitan Criminal Justice Center (MCJC), an LEAA-funded Pilot Cities project located at Drake University in Des Moines, was engaged in a crime assessment program with the city of Des Moines. Among the target crimes of the study was rape. It became obvious to MCJC staffers that the greater Des Moines community was not equipped to handle the problem adequately from either a law enforcement or social service viewpoint. This fact was brought to the attention of Betty Durden and Anne Schodde, the director and coordinator of the Drake University Women's Center. Ms. Durden was also a member of the Iowa Commission on the Status of Women and both women were known and respected members of the Des Moines community. They agreed that some immediate community response was necessary. They were also aware that there was currently a movement in the legislature, spearheaded by Assistant Iowa Attorney General Roxanne Conlin (also chairperson of the Iowa Women's Political Caucus), to amend the state's rape statutes. It was decided that efforts in both areas should be coordinated. With the hope of obtaining broad community involvement, this group of women approached Des Moines Mayor Richard Olson in December, 1973.

Mayor Olson was receptive. The meeting resulted in tentative plans for holding a Mayor's Conference on Rape in the spring. An advisory board was formed, and with Anne Schodde as the chairperson, the membership planned to organize a conference that would make immediately implementable recommendations so that Des Moines could swiftly address the problems of rape.

The advisory board decided to appeal to the entire community. Recommendations with a broad approval clearly stood a much greater chance of being implemented. The conference planners, therefore, proceeded to amass a group of cooperating sponsors in hopes of publicizing the conference and mobilizing support for conference recommendations. Their success is illustrated by the following list of sponsors and cooperating sponsors:

SPONSORS: M.C.J.C.  
Drake University, University College, Women's Programs  
Mayor's Office, The Honorable Richard Olson

COOPERATING SPONSORS:

Polk County's Women's Political Caucus  
Women's Law Caucus - Drake Law School  
American Association of University Women, Des Moines  
Y.W.C.A.  
I.C.L.U. - Women's Equality Committee  
Chamber of Commerce - Women's Bureau  
Polk County Sheriff's Office  
Des Moines Police Department  
Planned Parenthood of Iowa  
Child Guidance Center  
Broadlawn County Hospital  
Iowa Children's and Family Services  
City Council of Des Moines  
Des Moines Area Religious Council  
Des Moines Commission on the Status of Women  
Drake University, United Campus Ministry  
Des Moines Ministerial Association  
Interdenominational Ministerial Alliance  
Polk County Bar Association  
United Way Board, Planning Division  
Polk County Attorney's Office  
Polk County Medical Society  
Polk County Association for Mental Health  
Church Women United  
Catholic Council for Social Concerns  
League of Women Voters, Des Moines  
Des Moines Federation of Women's Clubs

In establishing the conference format and contacting speakers, the advisory board kept subsequent implementation in mind. Thus, the two-day conference was organized in the following manner:

Day One - Problem Identification

Presentations would be made by expert speakers (from within and without Iowa) concerning national trends, Iowa problems, rape victims' reactions and victim treatment.

Day Two -

Problem Solving: Defining Areas of Needed Change

On day two the conference delegates were to divide into workshops, a format which would facilitate an action approach. Each workshop was to have a specific type of concern, and was to include experts in that field, a chairperson, a recorder, and a "catalyst." Three workshops were planned:

- \* The Iowa Law - Criminal Code revision, assistance to the victim, court procedures, cooperation between police and the courts.
- \* The Rape Victim - reporting procedures, police investigation procedures, cooperation between hospital personnel and private agencies aiding the victim, and an affective alternative for victim assistance.
- \* Community Education - assaults on women, measures needed to reduce hazardous conditions in the city, educational efforts in the public schools, community organizations, self-defense.

At the close of day two, each workshop was to present its recommendations to the Mayor and his advisory board for implementation.

The conference was planned for May 6 and 7, 1974. On May 2, the legislature provided the participants with an added impetus for program development. By a vote of 44-0 the Senate repealed the laws allowing wide questioning of rape victims concerning their past sexual conduct and requiring corroboration of a rape victim's testimony.

The issue of past sexual conduct was of particular concern; as long as it was relevant and material testimony, the defense attorney would attempt to paint the victim as a temptress or a woman of loose moral fiber. Even if the procedure was not always effective with the jury, it was quite traumatic to the victim. One of the fears of reporting is, of course, that such practices put the victim on trial.<sup>7</sup> Thus, the new Iowa Code 782.4, Evidence of Past Sexual Conduct in Trials of Rape, opened the door for more victims to pursue their assailants to court:

Evidence of Past Sexual Conduct in Trials of Rape.

In prosecutions for the crime of rape, evidence of the prosecuting witness' previous sexual conduct shall not be admitted, nor reference made thereto in the presence of the jury, except as provided herein. Evidence of the prosecuting witness' previous sexual conduct shall be admissible if the defendant shall make application to the court before or during the trial.

The court shall conduct a hearing in camera as to the relevancy of such evidence of previous sexual conduct, and shall limit the questioning and control the admission and exclusion of evidence upon trial.

In no event shall such evidence of previous sexual conduct of the prosecuting witness committed more than one year prior to the date of the alleged crime be admissible upon the trial, except previous sexual conduct with the defendant. Nothing in this section shall limit the right of either the state or the accused to impeach credibility by the showing of prior felony conviction.

The issue of corroboration was particularly bothersome to prosecutors. The former law had provided that more evidence than the victim's testimony was necessary to link the defendant to the crime:

Corroboration in Rape, Seduction and Other Crimes.

The defendant in a prosecution for rape, or assault with intent to commit rape, or enticing or taking away an unmarried female of previously chaste character for the purpose of prostitution, or aiding or assisting therein, or seducing and debauching any unmarried woman of previously chaste character, cannot be convicted upon the testimony of the person injured, unless she be corroborated by other evidence tending to connect the defendant with the commission of the offense.

No other charge required such corroboration. Clearly, this law tended to prevent rape cases from reaching the highest prosecutorial priority, and its repeal was welcomed.

The conference was held as planned in the wake of these legislative successes. Over 400 delegates from virtually every service-related agency in the county were present as were the police chief and the county prosecutor. The workshop format was particularly successful and resulted in

the formulation of a series of recommendations. These are presented here in their entirety for two reasons. First, they suggest the variety of services unavailable to rape victims prior to R/SACC's creation. Second, they indicate the progress made in two years: virtually every action recommended has since been realized.

WORKSHOP NO. 1 RAPE AND THE LAW

The community, including local and county governmental units, should work to:

1. Change uniform jury instruction to eliminate prejudicial references.
2. Provide public money to pay for the medical and rehabilitation expenses of the rape victim.
3. Urge a legislative review of the penal code and sentencing structure with regard to crimes of sexual abuse.
4. Upgrade law enforcement personnel and the County Attorney's staff, including special training for persons handling the specific problems of rape and sexual abuse.
5. Recommend to the board of the Law Enforcement Academy that its structure be changed to include representatives from other disciplines (such as psychology, sociology, etc.), women, and members of minority groups.
6. Recommend to the Iowa Crime Commission that its structure be changed to include representatives from other disciplines, women, and members of minority groups.

WORKSHOP NO. 2 EFFECTIVE TREATMENT FOR THE RAPE VICTIM

The community police and medical procedures for assistance to the rape victim should include the following:

1. Immediate medical treatment for the victim before any investigative procedures are initiated by authorities.
2. One designated place for medical care of the victim where confidentializing is guaranteed and the victim has the freedom to decide whether or not to report to authorities; a cooperative effort to develop and provide effective and sensitive treatment to rape victims at all hospitals; immediate legal assistance, medical care, and counseling available to the rape victim.
3. Initial contact with authorities who are specifically trained in dealing with sex crimes; a special squad, including women members, with specific training in handling sex crimes.
4. A police questionnaire which has been shortened to eliminate any irrelevant and unnecessary questions, and a reporting procedure requiring only one interview so the victim is not subject to repeated questioning.
5. A TRAINED COUNSELOR AVAILABLE FOR HELP AT ANY TIME AT A CENTRAL PHONE NUMBER. THIS MIGHT BE DONE THROUGH AN ESTABLISHED RAPE CRISIS CENTER OR THROUGH AN EXISTING COMMUNITY AGENCY WHICH WOULD PROVIDE COUNSELORS AND SERVE AS A CLEARINGHOUSE FOR COMPLAINTS OF VICTIMS.
6. Individual and/or group support counseling available to the victim and her family after the initial contact.

The City of Des Moines should support a comprehensive "funded" plan that would include measures for education, prevention, self-defense education, and revision of the laws concerning rape.

The County Attorney's Office should hire women prosecutors to serve on its staff.

The Mayor should set up a women's task force on rape to coordinate and implement a comprehensive community program aimed at all aspects of the problem.

#### WORKSHOP NO. 3 COMMUNITY EDUCATION AND PREVENTION PROGRAMS

The community should develop education programs which:

1. Provide training in self-defense, including attitudinal, physical, and legal aspects, for both boys and girls in school physical education classes.
2. Provide school classes in health, sex education, and possibly human relations taught by carefully selected and trained teachers. Make family life education classes co-educational at all levels.
3. Publicize available community resources for crime prevention and education such as "Crime Alert" through the use of mass media, mailings, bumper stickers, and billboards. Bring to the public's attention the facts about the crime of rape.
4. Set up a future conference dealing with the psychological implications for the rape victim and the rapist.
5. Provide more adult education programs on the subject of assault and rape and establish a community advisory board to disseminate information to parents and teachers.
6. Support federal legislation, Title III of public Law 94-63, which would create a National Rape Crisis Center.

Of particular importance is Recommendation #5 of Workshop 2, the establishment of a rape crisis center. This recommendation led to the establishment of Polk County R/SACC. Other proposals had included establishing either a special prosecutor's office or a special police investigation force with victim care components. Both of these ideas were rejected, however, due to the concern that project identification with a law enforcement agency might dissuade victims from coming forward. Ultimately, the Board decided the best approach would be to attend to the emotional needs of the victim. If an agency or program first dealt with the victim's trauma and helped her re-establish her self-confidence, confidence in the criminal justice system would then be more easily engendered. Treat the victim and then prosecute the rapist.

To the credit of criminal justice agencies in the Des Moines area, this approach was accepted. County Prosecutor Ray Fenton who had initially intended to seek funds for a special sex crimes prosecutor, cooperated with the advisory board by allowing funds to be sought for a separate crisis center through those funds earmarked for prosecution by the Iowa Crime Commission. He further promised to provide the in-kind services of one full-time prosecutor to coordinate with the center and to assume the responsibility for prosecuting all assaults. Funds being available, the advisory board was then faced with the task of organizing a rape crisis center.

The lesson of the previous six months was not lost on the advisory board: the entire community must be involved to elicit maximum support and achieve the best results. Rather than affiliate itself with any single existing agency, the advisory board chose to form a non-profit corporation with a Board of Directors composed of representatives from all major social service agencies in Des Moines. That Board would be responsible for setting up, staffing, and promoting a Rape/Sexual Assault Care Center.

The R/SACC was incorporated on August 8, 1974. In conjunction with the Iowa Crime Commission, the funding agency, the incorporators established the R/SACC by-laws. These by-laws state:

The purpose of this organization shall be:

- a. to provide immediate and continuing counseling for the victims of rape and sexual assault and referral to appropriate medical, legal, and psychological services, upon the request of the victim;
- b. to cooperate in every way possible with law enforcement agencies, including the Polk County Sheriff's office, the police departments of the cities and towns within Polk County, and the Polk County Attorney's office, to bring about a greater arrest and conviction rate for the crimes of rape and sexual assault;
- c. to educate the public and law enforcement personnel about the crimes of rape and sexual assault and their effect on victims;

- d. to educate people to protect themselves effectively against attack.

The by-laws also established the make-up and mandate of the Board. As can be readily seen in the following excerpts, total community involvement is the goal:

#### Article III: Board of Directors

Section 1. The Board of Directors shall consist of:

- a. one elected or appointed representative from every interested organization in Polk County;
- b. one representative of each police department in Polk County; one representative from the Polk County Sheriff's office; one representative appointed by the Polk County Board of Supervisors;
- c. two representatives appointed by the mayor of the City of Des Moines, and one representative appointed by each of the mayors of the other cities and towns in Polk County;
- d. two representatives appointed by the Des Moines School District and one representative appointed by each of the other school districts whose geographical jurisdiction lies within or partially within Polk County;
- e. five members selected at large by the Board of Directors at its first official meeting, and at each annual meeting thereafter;
- f. any organization in Polk County which may desire representation on the Board of Directors, and has not applied for such representation before September 5, 1974, shall submit its application for membership in writing to the Board of Directors ...

Section 3. The Board of Directors shall have all necessary and reasonable powers to carry out the purposes of the corporation as set out above.

#### 2.3 Administration

The intent of the Center to involve and gain the support of as many organization and institutions as possible has been successfully accomplished, for the governing board is composed of 75 representatives from 26 Polk County organizations. The Center's executive functions are conducted by the Board's



executive committee which meets on a monthly basis with the program (the full Board meets four times a year). The rest of the Board members are assigned to committees usually according to their particular expertise. The functions of each committee are outlined below:

- \* By-laws - study and recommend any changes needed to help obtain the objectives of R/SACC
- \* Finance and Budget - establish budget needs; establish insurance needs; recommend future funding sources
- \* Nominating - recommend slate of candidates for officers for the following year
- \* Office Facilities - establish needs and recommend ways to improve appearance of office; help office staff in any appropriate way as needs arise
- \* Personnel - advertise, interview, and recommend hiring of personnel; develop job descriptions and review performance; research need for any increase in staff
- \* Inter-Governmental Relations - provide communication between R/SACC and the governmental units that the committee members represent regarding concerns, needs and information
- \* Community Education - develop materials for R/SACC (i.e., brochure); review printed or visual material and recommend it if applicable for use by Center; help develop resource library, initiate publicity via mass media
- \* Supportive Services - develop Speaker's Bureau; initiate contacts for Speaker's Bureau and schedule speakers; coordinate orientation of Board members and Speaker's Bureau; coordinate workshops sponsored by the Center; develop resource persons for student information requests
- \* Victim Services - develop guidelines for coordinator regarding: (a) scope of Center's role in dealing with clients, (b) determining referrals to other agencies; provide resources for coordinator and/or designated counselors in improving interviewing and counseling skills; work with the coordinator to develop guidelines for use of other counselors, part-time staff, and/or volunteers
- \* Long-Range Planning - determine services to be provided and area to be served; determine the Center's relationship to other institutions and agencies; explore sources of future funding.

The importance of the Board of Directors' broad community base cannot be overstated. Representing a wide spectrum of organizations, the Board has "legitimized" Polk County's rape crisis center in the eyes of the legal, medical, and social institutions of the city. Moreover, the Board's committee functions have provided R/SACC with an extraordinarily expert and influential cadre of volunteers. The committee functions are further supported by members of a Speaker's Bureau composed of Board members of individuals recruited by the Board because of some particular expertise. Here are a few examples of the committee/member pairings which will provide insight into just how helpful this volunteer staff can be:

- \* Budget and Finance Committees/representatives of Polk County Board of Supervisors
- \* Inter-Governmental Relations/representatives of County D.A., ten police departments, two mayor's offices and the County Sheriff
- \* Community Education/Des Moines School District representatives
- \* Victim Services/Broadlawns Hospital representative
- \* Long-Range Planning/Des Moines Mayor's office and an at-large member who is also an Assistant Attorney General.

#### 2.4. Staff

The Center has three full-time staff positions - a program coordinator, a victim contact worker, and a secretary. In addition, a full-time prosecutor is linked to the Center and is responsible for prosecuting all Center cases.

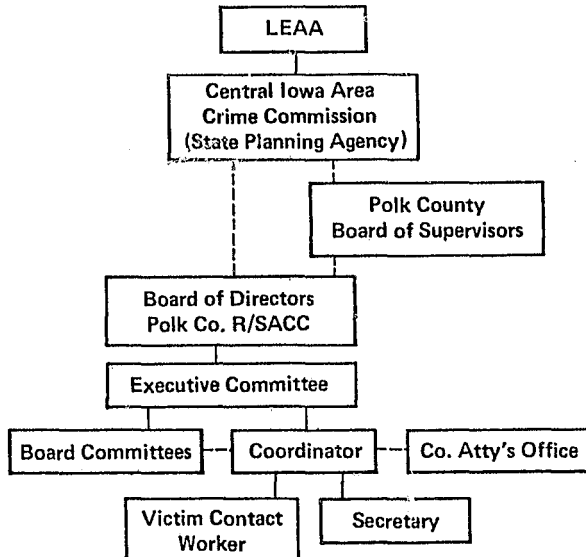
The program coordinator, Corinne Whitlatch, shares victim contact work (on a 24 hour alert basis) with the victim contact worker, and is responsible for coordinating activities with the special prosecutor and the Board and its committees. The victim contact worker, Carole Meade, in addition to her contact and counseling activities, has been active with the Speaker's Bureau, and conducts in-service professional training. The special prosecutor, Karla Fultz, is regarded as one of the top attorneys in the Prosecutor's Office. She is also chairperson of the Inter-Governmental Relations Committee and during R/SACC's planning stages, co-chaired the committee created to form

the Center. Karla and Corinne have held their positions since the Center began operations.

Office space for R/SACC (three rent-free rooms) has been donated by the Iowa Lutheran Hospital, and has been in use since October, 1974. Much of the contact with victims, however, takes place in other locations. Since the support provided by the victim contact worker is not limited to a clinical setting or to clinical topics (both potential sources of discomfort), victims are more willing and able to provide information. In fact, victim support often takes place over coffee at the victim's house or business. This personal, informal approach usually begins during the first encounter.

## 2.5 Funding

The R/SACC is currently completing its second year funding cycle. During the first two years, program funds have come from the Iowa Crime Commission as LEAA State Block Grant Funds earmarked for prosecution. The following chart illustrates both the funding and project organization.



The Polk County Board of Supervisors, which is responsible for budgeting and administrative operations for the County has served as a clearing-house for the SPA funds to the R/SACC. Now that the two-year funding cycle has come to a close, the County Board of Supervisors (as of June 30, 1976) has assumed fiscal responsibility for the R/SACC. The Board's Office of Administrative Operation is currently in the process of planning the future administrative organization of the Center. Currently, that office has committed County funds for the next two years without administrative changes, and is considering the future development of a wider, community service agency of which R/SACC would be one component. In any event, the County is committed to the Center's goals and basic method of operation for the foreseeable future.

## 2.6 Replication

Although R/SACC's goals are closely aligned with those of most other rape crisis centers, the actual goals of a center are commonly dictated as much by external as internal factors. Of crucial concern in defining project goals are the community's level of awareness and the existing laws and agency procedures, the financial resources available, and the project's political identification. Often, the more activist feminist groups want no contact with criminal justice agencies and limit their activity to lobbying for law reform or providing victim services (i.e., crisis and follow-up counseling). Indeed because of their limited contacts, centers with a militant orientation are apt to have an additional goal - to create a context in which women help themselves and each other. They may earn the reputation of being anti-male, anti-professional, and difficult for more conventional groups to work with. On the other hand, the more establishment-oriented projects are not only willing to work more closely with community agencies (and vice versa); they also tend to have direct access to these agencies by virtue of their political affiliations. Thus the political identification of the project is often the most crucial variable in determining project orientation.

R/SACC is a creation of the Iowa feminist movement, which is largely composed of professional women with established political ties. Unlike many centers that are spin-offs of consciousness-raising women's organizations, the wide scope and non-partisan nature of R/SACC's Board of Directors and the active involvement of its Committees have made the Center known and respected throughout the community. Such a structure could be replicated in a community with the size and stability of Des Moines (201,000 in the 1970 Census). In areas of more than 500,000 or with a more transient population, reliance on volunteer support may be more difficult. This is not to say that Des Moines has some unique degree of homogeneity, but that there is a sense of "home-townness" and community stake that may be limited by size and mobility.

In addition to stimulating community respect and support, the active participation of R/SACC's Board of Directors also eliminates the need to subcontract service components. Such an organization is clearly less costly and perhaps ultimately more effective in promoting community responsibility for the treatment of rape victims and offenders.

ENDNOTES

<sup>1</sup> LEAA Prescriptive Package, Rape and Its Victims: A Report for Citizens, Health Facilities and Criminal Justice Agencies, p. 55.

<sup>2\*</sup> LEAA, Criminal Victimization Surveys in 13 American Cities (1975).

<sup>3\*\*</sup> Federal Bureau of Investigation, Crime in the United States, Uniform Crime Reports (1975).

<sup>4\*\*\*</sup> California Department of Justice, Bureau of Criminal Statistics, Adult Prosecution Program Report (1973).

<sup>5</sup> Struck down in State v. Fedderson, 230 NW 2nd 510, 1975.

Women's Haven, Inc.: A Shelter for Abused Women and Their Children is an autonomous, non-profit, non-sectarian organization incorporated in 1976. Based upon the recognition that the family structure in America is rapidly disintegrating, and becoming increasingly violent, Women's Haven organized to provide a structure which can:

1. identify appropriate resources for women
2. fully assist her to make use of those resources
3. offer full counseling services to all family members, including the alleged abuser
4. provide safe, temporary shelter for the battered woman and her children in conjunction with in-depth counseling and daily support in this time of crisis.

Although many of the social and economic services needed by these families exist within our community, the majority of battered or displaced women lack the financial, physical and emotional resources, as well as the experience, to enable them to locate and successfully use the existing resources on their own. Women's Haven uses a peer approach: our counselors are enablers, not therapists. They serve as non-directive, non-judgmental role models, offering empathy and assistance to the woman so she may clarify her goals. More information may be gained by contacting Judy Tiedtke, President, Women's Haven, Inc., The Sinclair Bldg, 106 W. 5th St. #317, Fort Worth, TX. 76116.

**CONTINUED**

**2 OF 5**



AID TO VICTIMS OF CRIME  
VOLUNTEER TRAINING MANUAL

"A helping hand to aid a neighbor"

Before discussing what is "Aid to Victims of Crime", it is helpful to have a handle on the concept of victimization. "A victim of crime is a person who has been injured in person or property by another person, or through the instrumentality of another person". The victim of crime is also a victim of the imbalance of the scales of justice.

There are those of us who think that the victim's maze should be changed. Mr. Paul Rothstein, in an article for the American Bar Association Journal, spoke very eloquently on this matter.

Justification for such an act is variously stated. Some persons say the state owes this to victims having induced citizens to lay down their arms in reliance on state protection and then having failed to prevent crime. Others urge parity between the expensive concern society lavishes on offenders - constitutional safeguards, free counsel, prison accommodations - and the concern shown their victims ... Probably the principal explanation for the burgeoning interest in this kind of act is simple humanitarianism - a recognition that we all share an interest in the well-being of our neighbors and an increasing willingness to distribute the cost of a catastrophe.

PURPOSE OF AID TO VICTIMS OF CRIME

It is our mission to make the criminal justice system more responsive to the citizenry by developing a program of assistance to crime victims by use of citizen-volunteers. Aid to Victims of Crime has been formed to provide EMERGENCY supportive services to victims and their families. The intent is to help the victim regain control of his/her life. The specific goals and objectives of AVC will be discussed later in this manual.

We provide a structure for citizens to initiate action concerning victimization. Through your voluntary actions, we can give aid to a person devastated by crime, help stabilize and unite our neighborhoods, and make the city of Dallas a safer, more responsive city in which to live.

## PURPOSE OF TRAINING

The most outstanding reason for training volunteers is to promote quality services to people who have been devastated by violent crimes. During our training sessions, special emphasis will be placed on communication skills, feelings and the emotional impact of being victimized, information gathering, information handling, community resources, and agency guidelines.

One basic point to remember while you are undergoing training is that most victims are in a state of crisis as a result of the victimization. Being robbed, raped, or assaulted puts a person under severe stress physically and emotionally. The family of a murder victim will also feel the same stress reactions.

Most victims will express feelings of shock and disbelief followed by fear, anger, and anxiety. By the time you are seeing the victim, he/she may have calmed down from the initial shock of being victimized, but he/she may still be quite tense and agitated.

He/she may be eager to relate all the facts concerning the crisis or he/she may be suspicious and reluctant to share his/her feelings. Do not press that victim. Emphasize the confidentiality of your visit.

Be patient. If you can express genuine concern for the victim he/she will usually reveal their feelings. Crying or sobbing is not an unusual reaction when a person is under severe stress.

A crisis tends to make a person feel helpless, and the victim may need help or direction from you. You are there to guide and offer alternatives. There are many decisions that must be made in order for the person to get back in control of his/her life; that is, whether to see a doctor, contact the employer, etc. The best help you can give a victim is to let the victim see the choices and alternatives open to him/her and to let the victim make his/her own decisions.

Be encouraging and supportive. With your help, the person can regain control over his/her life and the crisis will pass.

## HISTORY OF AID TO VICTIMS OF CRIME

Aid to Victims of Crime is a joint venture between the Dallas Police Department's Community Services Division and ACTION, the federal agency for volunteer services. The need for emergency supportive services for crime victims in Dallas was recognized and initiated into a program in July of 1976.

Since crime is a problem of every individual, Aid to Victims of Crime is a citizen/volunteer program based on the idea of neighbors helping neighbors.

Aid to Victims of Crime is one of a few citizen/volunteer programs across the nation that provide supportive services for crime victims. We were fortunate to visit a model Aid to Victims of Crime program in St. Louis which services the city of St. Louis with 250 volunteers. We have these same goals for our city.

AID TO VICTIMS OF CRIME  
GOALS AND OBJECTIVES

It is our mission to make the criminal justice system more responsive to the citizenry by developing a program of assistance to victims of crimes by use of citizen-volunteers which aids victims while researching and identifying the most effective methods by which to deliver services to victims and leads to the ultimate establishment of the optimum private or public program to aid victims of crime.

Goals

1. To aid victims of crime by greater citizen-volunteer participation in the criminal justice system.
2. To promote the awareness of victim centered programs in existing criminal justice and social services agencies.
3. To identify the most effective methods of delivering services to victims and to establish those methods in a permanent private or public agency.

Objectives

1. To establish a corps of 35-50 trained citizen volunteers to aid victims of crime in Dallas.
  - a. The recruitment, training, retraining, and deployment of volunteers;
  - b. The use of volunteers to deliver direct services to victims of crime in the form of transportation services, child care services, home care services, contacting of employers, arrangement of funerals, aid with insurance claims, emergency food and clothing, relocation of victims and family, referral to public and private agencies, and to provide such other services as may be warranted by the individual victim's needs.
2. To build a great public awareness of crime prevention techniques in these particular areas of Dallas by means of counseling victims in preventive measures and referring victims to other agencies in the community which have crime prevention programs.
3. To conduct research in the availability of resources for aiding victims and to identify the needs for which resources are unavailable or deficient by means of:
  - a. The collection of data regarding the needs of victims;
  - b. The collection of data regarding services available to victims provided by the criminal justice and social services system.

4. To promote the establishment of resources to fill victim's needs by:
  - a. Contact with criminal justice and social service systems;
  - b. Advocating and generating resources to fill the needs of victims by programs to educate the public and seek support from existing public and private agencies.
5. To establish a stable interdependent relationship with the components of the criminal justice and social services systems through the sharing of data, resources, training, ideas, etc.

## THE VOLUNTEER

### SELECTION

Each volunteer while still classified as a "potential" volunteer goes through an intake interview. This is not only for the benefit of the AVC program, but also for the benefit of the individual. After the interview, and before the initial training session, the volunteer may decide that this is a program in which he/she does not wish to become involved.

### CONTRACT

A copy of the contract which BOTH the volunteer and the AVC representative signs follows this discussion. It is placed within this manual so that all will deliberate upon it more at home. The contract is divided into three parts: (a) the volunteer individual pledge, (b) the AVC representative pledge, and (c) the joint pledge.

The contract is a formal declaration of the expectations held within the AVC program. Briefly it is two things - a statement of what the AVC program expects from each volunteer and what the volunteer can expect from the AVC staff.

First, what is expected of the volunteer is both definite and reasonable. These expectations are as follows.

1. A minimum time commitment of five (5) hours per month. This is only the MINIMUM expected. An hour of this time is to be allotted to the monthly Recurring Activity Period (RAP). It is not unreasonable to anticipate that as you, the volunteer, become more confident in handling the various crises that you will encounter, the more enthusiastic you will become, and hopefully, the more time you will set aside to helping your neighbor in coping with his tribulations.
2. Attendance at the monthly RAP session is MANDATORY! It is at these sessions that new procedures (if required), information, guest speakers, and feed-back will occur. The AVC program can be a success only by being constantly sensitive to the needs of both the victims and the volunteers who work with them.
3. Certain "office" procedures must be completed by the volunteer. These are kept at a minimum in order to allow you to do what you volunteered to do - HELP. One procedure which has to be followed without fail is the returning of the case card (which you will receive through the mail) after you have helped the victim. These cards MUST be returned to the AVC office within two (2) weeks from the date of mailing to you.

4. In order to help the victim, you must become familiar with the agencies from which the victim may be referred, and also of the resources available to the victims. The resources which are now known are given in the back of this manual. It will be helpful to AVC if you will keep your eyes and ears open to new resources. If you come across one, contact the Case Coordinator at once with the information.
5. WHENEVER you are unsure as how to handle a case, or need assistance in handling one, contact the AVC office staff immediately. It is to be expected that these things will occur from time to time; try to not let it throw you any.
6. Finally, but not the least in importance, is the maintenance of confidentiality. Plainly put it means, "KEEP YOUR MOUTH SHUT" when talking with persons outside of AVC. You may talk about what you are doing - that is natural and expected - but do not, repeat DO NOT, mention specific information, such as names, addresses, employment, or anything else that might indicate the identity of a victim with whom you are now working or have worked.

Second, the other side of this contract coin is what you can expect from AVC.

1. An open door policy is always in effect with all staff coordinators. If you have a problem, are confused, are uncertain as how to proceed next in a case, or if you are in need of some moral support, call one of the coordinators.

The volunteer-staff relationship is a crucial factor to the ongoing of the AVC program. The maintenance of a good working relationship is the responsibility of the volunteer, as well as the staff. The staff is not psychic; they cannot second guess your needs and/or problems. You must tell us.

2. The AVC will provide an initial training session. This session is MANDATORY!! Each volunteer must attend and complete a training session before being allowed to handle cases. The sessions are designed to equip the volunteer with the arsenal of information from which he/she will draw.
3. There will also be monthly ongoing support training, known as RAP session (covered earlier in this discussion). In order to provide what information the volunteer will need to perform his/her duties the staff is constantly in search of such facts. A part of the RAP session will be volunteer-feed-back. That is, having the volunteer tell AVC what they need; and, the AVC-feed-back portion where AVC staff personnel gives the answers they have found out about questions raised at the last RAP session, plus giving additional information which they feel the volunteer will need.
4. AVC staff personnel, namely the Training Coordinator, keeps all records on the volunteers, namely their applications and number of hours worked each month (so that we don't overwork any volunteer).

This information is kept in strict confidence among the three staff coordinators ONLY. No one else will see the volunteer applications, or the case cards.

Please read and then sign the copy of the Contract which follows next. This is your copy for your own private meditation thereupon.

One final word before proceeding to the next section, remember that each one of the coordinators cares about you and the work that you are doing. If you ever need one or all of their help, either as a working volunteer or as a friend, just call or drop by the office.



AID TO VICTIMS OF CRIME

CONTRACT

I, the volunteer, hereby agree that I shall fill a minimum of five (5) hours per month, follow office procedures, and that I shall attend each monthly in-service training. Since the work that I shall be doing is of great value and the agency is depending on me, my absences will be limited to illness, family emergency, and/or absence from the city, and that I will notify the AVC office as far in advance as possible.

I, the representative for Aid To Victims Of Crime, hereby agree that I will provide the necessary initial training, support monthly training, and that I shall always have an open door for one-to-one contact with you, the volunteer.

We both hereby agree that all information about the victims, and the volunteers shall be held in strict confidence. We both pledge to do as much for the victims of crime as we can in their time of crisis, and that in order to do so we shall keep seeking additional information with which to help them help themselves.

We acknowledge that there will be times of frustration, anger, joy, and confusion as we express our humanity to our fellow sharers of this life. We acknowledge that at times our efforts will seem in vain but we also acknowledge that this is a transit feeling and that also we may never know if our efforts have failed or succeeded.

Finally, but definitely not last place, we - the volunteer and the representative - pledge our loving care and concern for one another, the victims, and the AVC program.

\_\_\_\_\_  
Volunteer Signature

\_\_\_\_\_  
Volunteer Signature

\_\_\_\_\_  
Date of Signing

## COMMUNICATIONS

All the services we offer are based on communication. This includes the victim communicating to you his or her problem, your understanding of the problem, and the both of you deciding what action is needed. We feel the best way to communicate is to know when to talk and to listen - when to give information and when to ask questions.

Some points to remember are:

1. Empathy: The ability to understand the feeling of the victim, or how you would react in the same situation. We believe that you should place yourself in the victim's shoes in order to understand him or her.
2. Respect: A regard for their feelings by being courteous and considerate. Avoid intruding in areas of privacy. Don't pressure. If respect is not shown, then all of your other activities will be wasted.
3. Genuineness: Being sincere and real inward as well as outward; not being a "do-gooder." It is simply dealing with the person in an honest fashion.
4. Concreteness: We should all try to be specific with others to determine their exact needs. Questions should pertain to the problems of the victim and services needed.
5. Exploration: Exploring areas of concern in a fashion that is not offensive to the person.

## WAYS TO GIVE SERVICE

We believe there are basically three ways that you as a volunteer can give services to people who have been victimized.

1. Broker: A broker is a volunteer who can help the victim define his or her problem and work with him or her to find the appropriate resources or alternative.

For example: Mrs. Brown's purse was snatched. Her food stamps were taken, and although she was bruised, she refused medical attention. When the volunteer saw her, Mrs. Brown complained of pains in her back and shoulder. The volunteer pointed out the need to see a doctor as soon as possible, and encouraged Mrs. Brown to make an appointment with her doctor or go to the local clinic for a check-up. Mrs. Brown agreed and the volunteer offered to assist Mrs. Brown with transportation when she mentioned the difficulty of getting to her doctor by herself. Mrs. Brown was also worried that she and her children would not have enough food to last out the week. The volunteer checked with the food stamp office and found out Mrs. Brown would have to wait five days before she could buy her next stamps. The volunteer checked the food resources section of the manual, called a few resources and was able to obtain emergency food assistance for the family.

2. Advocate: An advocate is a volunteer who will promote the cause of the victim to acquire services even though the volunteer may have to confront people, agencies, or institutions.

For example: Mr. Miller was robbed of \$50 in cash. He had just cashed his paycheck, and was planning to use the money to pay his rent and utility bills. When the volunteer saw him, Mr. Miller was still upset about being robbed. He was afraid to tell his landlord he could not pay the rent, and he was sure his gas and electricity would be turned off as he was several months behind on his bills due to illness. With Mr. Miller's permission, the volunteer contacted the landlord and explained the situation. The landlord agreed to an extension on the rent. The volunteer then contacted the credit department of both the gas and electric companies and managed to get an extension on the payments.

3. Counselor: A counselor is a volunteer who will aid the victim by helping him or her adjust to a new situation or problem.

Example: Mrs. Carter was raped. She has had nightmares and was now afraid to leave her home. The volunteer noticed how nervous Mrs. Carter was and offered her support and encouragement. Together, they reviewed all of the safety precautions Mrs. Carter could take when she had to leave her home. Mrs. Carter began to relax a little and related to the volunteer her feelings about being raped. They talked for an hour, and at the end of the visit, Mrs. Carter felt well enough to plan a shopping trip with her daughter for the next day.

#### PREPARATIONS

Most people, organizations, businesses, etc, are successful in their undertakings if they are prepared. This is true with you, the volunteer. You will be successful with the victim if you are prepared. The following are some general questions you should ask yourself when you meet the victim, followed by specific questions to ask each type of victim:

1. What are the needs?
2. What are the available alternatives and resources?
3. What can we (volunteer and victim) do to change the situation?
4. How can it be done best?

ASSAULT AND/OR ROBBERY VICTIMS  
VOLUNTEER TAKE-ALONG SHEET

Ask Victim: Telephone # \_\_\_\_\_ Income \_\_\_\_\_

1. Were you hurt?
  - Doctor been seen?
  - Employer contacted? Would you like us to?
  - Compensation papers filed?
  - Sick leave forms filed?
2. Anything stolen?
  - a. If money stolen was it for medical, food or other bills?
    - Need creditors called for extension on bills?
    - Money part of welfare check?
    - In need of food stamps?
  - b. Personal papers stolen? Which ones?
    - Know how to apply for new ones?
  - c. Credit cards stolen?
    - Stores been notified?
3. Need transportation?

MURDER OR SUDDEN DEATH  
VOLUNTEER TAKE-ALONG SHEET

Ask Family: Telephone # \_\_\_\_\_ Income \_\_\_\_\_

1. Offer condolences, talk to family.
2. Anything stolen?
  - a. If money stolen, was it for medical, food, or other bills? Need creditors called for extensions on bills? Was money part of welfare check or in the form of food stamps?
  - b. Personal papers stolen? Which ones? Know how to apply for new ones?
  - c. Credit cards stolen? Stores been notified?
3. Funeral arrangements complete? Need help in arranging them?
4. Need transportation?
5. Ask about arrangements for:
  - Insurance benefits
  - Employee benefits
  - Social Security death and survivors benefits
6. Any dependents of deceased left without source of income?
7. Reminder: Leave someone at home during funeral.

RAPE VICTIMS  
VOLUNTEER TAKE-ALONG SHEET

Ask: Telephone # \_\_\_\_\_ Income \_\_\_\_\_

1. Explore feelings, need of counseling (Rape Crisis Center)
2. Doctor been seen?  
What hospital?  
VD shots given?  
Hospital follow-up treatment?  
Satisfied with hospital treatment?
3. Interviewed by Rape Squad?
4. If hurt and unable to work:  
Employer been contacted? Would you like us to?  
Compensation papers filed?  
Sick leave forms filed?
5. Anything stolen?
  - a. If money stolen, was it for medical, food or other bills?  
Need creditors called for extension on bills?  
Was money part of welfare check?  
In the form of food stamps?
  - b. Personal papers stolen? Which ones?  
Know how to apply for new ones?
  - c. Credit cards stolen?  
Stores been notified of theft?
6. Need transportation?
7. Need relocation?
8. Leave literature.

## CRISIS INTERVENTION FOR EMERGENCY SERVICES

Crisis is experienced when external and internal events exceed a person's coping threshold. Every human being has a level below which they can successfully deal with challenges. When events are too great for this threshold, a person experiences crisis.

There are a variety of resources used to cope with crisis. The first being the familiar ones such as friend, keeping busy, previous helpful behavior.

When this fails, a second stage of crisis occurs and people will turn to secondary resources which are less known persons who are seen as potentially helpful such as acquaintances, ministers, social agencies.

If these fail, feelings of helplessness, personal failure, and lowered self-esteem develop. The individual has reached another level and will turn to the tertiary resources. These are unfamiliar individuals and institutions. These are the end of the line type of resources such as the police, hospitals, emergency telephone services, etc.

The more advanced the stage of crisis, the more dependent the individual is upon strange and unfamiliar sources of help.

Guidelines: The resolution of any crisis is reached by a decision towards some action. A crisis will not be resolved without some decision, including the decision not to decide.

Crisis is time limited. It can be short duration if the intervention is effective. Change and feelings will continue even when the immediate crisis is resolved, but when a decision is made, the first step has been taken towards a resolution. Crisis produces a whole range of feelings.

How is a Crisis experienced: The most common and universal feeling is

1. Anxiety - This is an appropriate response which can mobilize a person for action; however, great anxiety produces confusion, poor judgement, questionable decisions and self-defeating behavior.

This is the time when the best service given is through concreteness, through information and through a helpful ability to listen.



2. Helplessness - is a common characteristic where leading a person through some action can be extremely helpful.
3. Shame - This is mainly due to feelings of incompetence and the need to depend on others.
4. Anger - This is often hidden behind other expressions of feelings and then may be directed at another person such as the volunteer or turned inward producing depression.
5. Ambivalence - caused by the need to retain control while there is a loss of control.

Reaching out for help while trying to manage by oneself produces a decrease in self-esteem and leaves a victim extremely vulnerable.

Since normal coping ability is challenged in crisis, the victim finds his or her world shaky and uncertain. In rape cases, fears which may have been hidden are now on the surface, i.e. nightmares, fear of going out, etc. All these fears bring on uncertainty, discomfort and the feelings listed before.

There are several phases in helping a person in a crisis:

1. Calming the individual so that he/she regains some measure of control.
2. Exploring the problem and alternatives.
3. Making decisions after studying all the alternatives.

You can be helpful by just being there to listen and empathize. You can let the victim know that her or his feelings are often realistic due to the events that caused them.

The best tool you have with a victim is your own sense of caring and desire to help. This will come across to the individuals in need.

As helpers it becomes important to realize that you too have feelings and they can be drained. Be open about these feelings with your fellow volunteers, share the experiences and the problems. You will find that this will help you to understand your reactions, to find new ways of dealing with the situations and to also realize that often there are no answers and you did everything you could. Most of the time you will find yourself helping and growing.

## RAPE VICTIMS AND THE VOLUNTEER

Rape is an act of violence committed against a woman. It incorporates elements of forced sexual behavior, surprise, and invasion of a woman's innermost physical and psychic privacy. Because rape is a highly personalized crime, it is a very sensitive and emotional subject to talk about.

As a volunteer, you may feel uneasy about visiting a rape victim. This is normal. To help you, we have prepared the following paper on the subject of rape.

It cannot answer all your questions, but if you feel the need for further information or literature, our staff will be glad to provide it. Please feel free to ask.

What can you, the volunteer, do to help a rape victim? First, when you visit a victim, make a clear statement of why you are there. Tell her immediately who you are, where you are from. This paves the way for openness and understanding.

By the time you reach a victim, she has already been seen by the police, hospital, and most probably some friend or relative. She may have encountered distrust and disbelief about her rape. She will naturally be extremely sensitive to who believes her.

Don't come in search of a true story. The victim's account of her rape can be a tool to openness only if you, the volunteer express enough interest in the victim's feelings.

Having told the story before, the victim is likely to give the "police rendition," a story void of feeling and full of detail.

You can interrupt with questions like, "weren't you scared?" or "How did you keep your head?" Make supportive comments while she is talking. It may be helpful to reflect back to her the feelings she is getting across, or to summarize what she is saying to help clarify her feelings and thoughts.

Get involved with the victim to the point of honestly offering your own "gut" fears and reactions.

You may get a strong feeling that the woman is blaming herself for what happened, and if you are right, it is important to help her recog-

nize and cope with this feeling. However, you need to be careful not to plant the idea of guilt where it does not exist.

Check out the victim's feelings. She may be tired of talking about the rape and need help in deciding what to do next. DO NOT press her to talk about it, but DO help her make decisions about housing, transportation, and other immediate concerns.

Rape is traumatic because the victim loses control over her body. Feelings of helplessness that result can be overcome by giving her the opportunity to regain control of herself, rather than by having someone else take care of her.

If you begin to feel that you do not know what she wants, the best way to handle it is to let her know you are not sure what she wants you to do. If she still does not respond, you may need to ask her specific questions, such as does she have a prescription that needs filling, does she need babysitting services, etc.

Help the woman clarify her problems and focus on actions that need to be taken in regard to medical problems, police reporting, or other problems that may have developed as a result of the rape.

This focusing on problems will help the woman lower her anger level by regaining a sense of control over her life.

### Feelings of Fear

Help the woman express and specify her fear. Encourage her to list all the things she could do to protect herself, including things that are unacceptable to her, such as staying home all the time behind heavily locked doors.

The range of ideas may be from triple-locking all doors and windows to not going out alone at night or during the day, not drinking alone, or not hitchhiking.

Again, this is another opportunity to point out that there are a range of choices, each with its price. Awareness of choices gives a sense of control, which reduces the fear.

### Counseling

Do not rush a woman into mental health treatment, unless she is anxious to have it. It is not helpful to imply that being raped drives one crazy, but it is helpful to note that nightmares and interpersonal problems can be more easily dealt with in a counseling relationship, and she may want to share some of these feelings with an understanding person. At this point you might want to give her the phone number of the Dallas County Rape Crisis Center for further counseling.

### Summary

Before you start feeling overwhelmed by all these do's and don'ts try to remember that rape is a crisis like other crises. It forces persons to focus on themselves, their lifestyles, their fears and anxieties. Your counseling skills and common sense will help you help this woman.

Do not hesitate to seek consultation with any of our staff or the Rape Crisis Center with rape victim cases. Rape is an emotionally charged situation, and you may find yourself over anxious with your own feelings about what has happened.

Remember, very little has been substantiated about how rape victims react. You may find this particular victim acting contrary to what you have just read. You are relating with a real person and real fears. You will gain a feeling of having helped if you have patience, perseverance, and sensitivity for the victim's feelings.

## OFFICE PROCEDURES

There are a minimum of forms which the volunteer must complete. Following are the volunteer office procedures for compliance with the requirement to file these forms.

### A. The Application Form.

This is completed at the time of the initial interview. The Training Coordinator will complete any additional forms needed relative to this area.

### A. Case Cards

The top portion of this form will be completed by the AVC Case Coordinator, and mailed to the volunteer. The volunteer will complete the lower portion and return the form to the AVC office within two (2) weeks from date of referral. If additional contact with the victim is necessary please indicate this on the form.

A Sample of these forms is included at the back of this manual

Again, if you have any questions about procedures, contact the AVC staff.

## PROCEDURES OF AID TO VICTIMS OF CRIME

The first step in our process is securing the names of the victims from the Dallas Police offense reports, which list all the major offenses for the previous 24 hours. Next we will screen it for appropriate cases: rape, robbery, homicide, and assault.

The second step involves you, the volunteer. Our Case/Victim Coordinator will call you and give you the name of a victim in your immediate neighborhood (you define your neighborhood) who might need services. If we are unable to contact you by telephone we will send the information by mail. On the following page is a picture of the information sheet that needs to be filled out by you and mailed back to our office.

Next you visit the victim and make the determination of services that should be given, what services they are, and who should give them. After this visit and the initiation of action, you write the information down on our information sheet and mail it back to us. This is a very important step for us because we must have this information as quickly as possible.

If you need help anywhere in this process, call us at 421-7483. Remember, all we are, are people lending a hand to people.

Dallas Police Department  
Community Services Division  
2725 Hatcher Street  
Dallas, Texas 75215  
(214) 421-7483

Volunteers complete lower portion and mail to:

AID TO VICTIMS OF CRIME  
2725 Hatcher  
Dallas, Texas 75215

Beat # \_\_\_\_\_ <sup>Police</sup> Incident # \_\_\_\_\_ Name \_\_\_\_\_

Offense \_\_\_\_\_ Address \_\_\_\_\_

Date Referred \_\_\_\_\_

Race \_\_\_\_\_ Sex \_\_\_\_\_ Age \_\_\_\_\_ Phone \_\_\_\_\_

Referred by: Police \_\_\_\_\_ Other, specify \_\_\_\_\_

Specifics of Offense: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Additional Info: \_\_\_\_\_

Volunteer: \_\_\_\_\_ Termination Date \_\_\_\_\_

Date of victim initial contact: \_\_\_\_\_

Services rendered: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Referred to: \_\_\_\_\_

Results: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Date services no longer needed: \_\_\_\_\_

AID TO VICTIMS OF CRIME  
DALLAS POLICE DEPARTMENT  
COMMUNITY SERVICES DIVISION

VOLUNTEER INTAKE

PERSONAL

NAME \_\_\_\_\_ ADDRESS \_\_\_\_\_

PHONE: HOME \_\_\_\_\_ WORK \_\_\_\_\_ ext. \_\_\_\_\_ AGE \_\_\_\_\_ SEX \_\_\_\_\_

MARITAL STATUS \_\_\_\_\_

WORK EXPERIENCE

PRESENT EMPLOYER \_\_\_\_\_ POSITION \_\_\_\_\_

CAN YOU BE CONTACTED AT WORK? YES \_\_\_ NO \_\_\_ IF SO, WHEN? \_\_\_\_\_

SUMMARIZE PAST WORK EXPERIENCE

\_\_\_\_\_

\_\_\_\_\_

EDUCATIONAL EXPERIENCE

CIRCLE HIGHEST GRADE COMPLETED IN SCHOOL: ELEMENTARY 1 2 3 4 5 6 7 8  
HIGH SCHOOL 1 2 3 4  
COLLEGE 1 2 3 4 MA PHD

HAVE YOU COMPLETED ANY TYPE OF VOCATIONAL TRAINING? YES \_\_\_ NO \_\_\_

IF SO, SPECIFY TYPE OF TRAINING \_\_\_\_\_

DO YOU SPEAK A FOREIGN LANGUAGE, IF SO SPECIFY \_\_\_\_\_

EXTRA-CURRICULAR ACTIVITIES

PLEASE LIST YOUR HOBBIES, AVOCATIONS, AND INTERESTS \_\_\_\_\_

\_\_\_\_\_

DISCUSSION (If you do not have enough room to answer the following, please use the back)

PLEASE STATE YOUR ATTITUDE AND FEELINGS TOWARD VICTIMS OF CRIME



AID TO VICTIMS OF CRIME  
Community Services Center  
Dallas Police Department  
2725 Hatcher  
Dallas, Texas 75215  
421-5408

VOLUNTEER INFORMATION SHEET

Name: \_\_\_\_\_ Address: \_\_\_\_\_

Phone number where you can be reached: \_\_\_\_\_

Work: \_\_\_\_\_ Home: \_\_\_\_\_

What hours are convenient for us to call you?

9 a.m. - 12 p.m. \_\_\_\_\_

12 p.m. - 6 p.m. \_\_\_\_\_

6 p.m. - 9 p.m. \_\_\_\_\_

What hours are you available to visit victims of crime?

9 a.m. - 12 p.m. \_\_\_\_\_

12 p.m. - 6 p.m. \_\_\_\_\_

6 p.m. - 9 p.m. \_\_\_\_\_

Area of the city you are able to volunteer in:

Police beat (number ) \_\_\_\_\_

East Dallas \_\_\_\_\_

South Dallas \_\_\_\_\_

Particular neighborhood \_\_\_\_\_

Would you be willing to transport a victim? \_\_\_\_\_

Types of crime victims you would be willing to handle:

Rape \_\_\_\_\_

Assault \_\_\_\_\_

In hospital \_\_\_\_\_

Murder victim's family \_\_\_\_\_

Robbery \_\_\_\_\_

Out of hospital \_\_\_\_\_

Ages of victims you would be willing to handle:

Under 20 \_\_\_\_\_

20 - 40 \_\_\_\_\_

40 - 60 \_\_\_\_\_

60 and over \_\_\_\_\_

Experience you have had in areas that would help victims:

Counseling \_\_\_\_\_

Nursing \_\_\_\_\_

Church \_\_\_\_\_

Courts \_\_\_\_\_

Crime Prevention \_\_\_\_\_

Police \_\_\_\_\_

Neighborhood Ass'n \_\_\_\_\_

Other \_\_\_\_\_

Would you be willing to do other types of volunteer work? (such as public relations, volunteer recruitment, answering phones, etc.)

Specify \_\_\_\_\_



INCARCERATION  
JAILS AND PRISONS



epf



*Bar None/epf*

### KNOW THE FACTS

More than 400,000 Americans are in prison at this very moment. About 350,000 children are under the custody and supervision of juvenile correctional agencies. Tens of thousands of men and women are, on any given day, awaiting trial for crimes. In addition, hundreds of thousands of ex-offenders are trying desperately to get themselves back into the mainstream of the American economy.

Four out of six of those will be back in prison. They will tell the heart-rending story of a lonely year which began with high hopes. They will relate how the few dollars with which they left prison quickly evaporated in the same inflation that is affecting all of us, how the new suit of clothes they were given soon became overworn, how the bus ticket to their old home town was also a ticket to the same bad old neighborhood, itself troubled by unemployment. And they will tell of the stigma. A few will have admitted to a prospective employer that they had just come from prison. Only to see the smile of a personnel officer turn to stone. One ex-offender describes how quickly he was considered "a Humphrey Bogart-like character with a contagious disease." Another tells of sensing immediate fear from his interviewer, although the man applying for work had served time for a "white collar" infraction of the tax laws. Few are articulate enough to make the case that although murderers and rapists are probably the most frequent source of fear to the public, less than one per cent of all criminals are incarcerated for these crimes.

In all, their reactions will point up one key fact: that poor civic response teaches ex-offenders that crime pays---only because nothing else does!

The cycle then repeats itself. Return to crime. Return to prison. Begin the cycle again. The fate of the repeat offender-- the "recidivist" --takes on the character of serving a life sentence on the installment plan.

(National Alliance of Businessmen)

56117

THE WASHINGTON  
DISMAS PROJECT HANDBOOK  
Ronald Simpson

Dismas is the name of the good thief crucified with Jesus and is the name traditionally adopted by Catholic groups working with offenders and ex-offenders.

In 1972, the Washington Dismas Project began as a service program of the Josephite Pastoral Center. It was soon apparent that the problems that were being solved were being caused by the pre-trial incarceration of a family member. An office was opened at Holy Comforter-St. Cyprian Rectory on East Capitol Street.

In October, 1972, two Josephite seminarians were assigned to assist the Catholic Chaplain at D.C. Jail. They assisted the chaplain in counseling inmates, calls to families and lawyers, assisting at religious and social programs. The Dismas staff person and the two seminarians began to work closely together in meeting the needs of those imprisoned.

With support from the Community Release Organization, a third party custody program was started by Dismas in July of 1973. (Third party custody is a form of release that offers to a judicial officer an alternative to releasing any person charged with an offense: 1) on his personal promise to return to court; 2) to imposing a cash or surety bond on an arrested person; or, 3) detention in D.C. Jail. The law states that, "a judicial officer, to reasonably insure the appearance of the person for trial, can place the person in the custody of a designated person or organization to supervise him.") A decision was made to focus on arrestees from the Northeast section of Washington because this was where most of the Josephite parishes were located. The core of the program was to be volunteers. They would perform the following functions: cover arraignment court to ascertain which arrestees were from the area; supervise and provide counseling for the releasees; and make referrals for employment and other community services. They would

also serve as custodians, assigned on a one-to-one basis to a releasee, who was required to maintain regular phone and personal contact with assigned custodian.

Dismas has two volunteers go to the D.C. Bail Agency in Building A of Superior Court each day. Once at the Bail Agency, the court volunteers identify the arrested persons residing in one target area. After identifying these persons, the court persons interview each arrestee from the area and explain Dismas requirements, and the services offered by the Project. When an arrestee is released to Dismas, he/she is asked to return to our office so that: 1) our requirements and those imposed by the court can be explained in more detail in a relaxed, informal, and non-threatening setting; 2) they can meet and talk with the person, called custodian or standby, who will be working and maintaining contact with them. Dismas, in brief, tries to establish a relationship of friendship and personal support for the client and family.

Dismas holds a monthly meeting for volunteers and interested citizens. We also publish a newsletter and serve as resource persons for the Archdiocesan Office of Criminal Justice. All of the aforementioned activities, plus resource people in specialized subjects dealing with Justice and Corrections, and our monthly meetings, serve to heighten the awareness of the community to the needs and problems of those persons involved in the criminal justice system.

#### COURT INTERVIEW PROCESS

##### Guidelines for Court People

A brief summary of what a court person's duties are and the places he/she will go. (If you can't make it to court, let someone in the office know in advance.)

##### I. Bail Agency

##### A) Carry with you...

1. I.D. card
2. Street list
3. Glossary of abbreviations of charges
4. Phone numbers

B) Check the Bail Agency folders for the addresses of defendants in Dismas area.

C) When you find a Dismas area resident's folder...

1. Be sure the address is Northeast or Southeast, and not Northwest or Southwest.
2. Copy all information on the folder onto the interview form as neatly as possible.
3. The Bail Agency cannot recommend a defendant's release if it cannot verify his/her address or contact any of his/her references. You then call the office and we will try to get the necessary verification.
4. Call Dismas. Tell a staff member the number of Dismas area residents in the lock-up and give any information relevant to the verification of information on Bail Agency report or any other problems that might arise.
5. Be extremely aware of any extensive criminal record, drug abuse, alcoholism, or mental problems. We want to be very sure that we will be the best custodian and provide the best type of service for the client.

## II. At the Lock Up

A) You will need your I.D. card to get into the lock-up.

B) Interview

1. YELL out the person's name.
2. Tell them who you are and where you're from.
3. Explain what Dismas is and what it offers:
  - a) Third party custody and job referrals: explain that third party custody is a form of conditional release that requires the defendant's personal promise to maintain contact with another person or group and to return to court in the future.
4. Briefly explain what will happen in court that afternoon.
5. Ask the person the following questions:
  - a) "If we were to offer third party custody to you would you be willing to cooperate with Dismas by 1) coming back to the Dismas office for a brief interview; 2) make three phone contacts per week and personal contacts once every two weeks; 3) do you have a place to live and a means of support?"
6. Give a Dismas card to all Dismas area arrestees.
7. Do not, repeat, DO NOT promise to take the person out.

### III. Decisions Regarding Whether or Not to offer to Take Third Party Custody

- A) The decision should be based on the following factors:
  - 1. The arrestee's willingness to cooperate with the program.
  - 2. The arrestee's likelihood of showing up for future court dates (check his/her previous record of showing up while on bond).
  - 3. Your own intuition about the person.
- B) The decision is entirely yours -- the only policies of Dismas to remember are:
  - 1. Person must reside in Dismas area at time of arrest.
  - 2. Be extremely aware of drug or alcohol abuse, prior convictions, and mental problems and how extensive they are.
  - 3. That they return to the Dismas office with you.
  - 4. That we always interview any prospective clients before offering third party custody.

### IV. Before Court

- A) Look for arrestee's lawyer either in the Bail Agency or Lawyer's Lounge on the third floor by the elevators. Tell the lawyer that Dismas is willing as a third party custodian for their client if needed, but not to offer third party custody if it is clear that the person will be let out on personal recognizance.

If you don't know the lawyer by sight, ask one of the other lawyers in the lawyers' lounge to point him or her out. Prepare a note for the attorney if it seems that you won't be able to talk to him before arraignment begins.

### V. In Court

- A) Don't be intimidated by the formality and ritual. Keep in mind that this is a public event and you have as much right to be there as the persons do who make a living in court. If called upon to speak, think, act, and speak with deliberation and care. Don't let fast-talking lawyers or overbearing judges talk you into a position where you end up doing something contrary to what you had intended to do. As an example, you might be asked to provide twenty-four hour custody, a service not provided by our program, or to take custody of someone not in our area.



- B) If the person is released to us, sign the release form by writing Dismas Project on the line that says custodian's name and your name on the signature line. Our copy will be the gold one. The client will also be given a copy of the release conditions. Because our copy will often times be unreadable, ask to see the client's copy as soon as possible and copy onto our gold form all the conditions of release. The date at the bottom of the form will be extremely important. It is the time and date of the client's next court appearance. (It is most important to record this information accurately).
- C) Please record as many arraignment dispositions on the Marshall's lock-up list as possible. If possible, take note of the attorney's conduct (attitude, quality of service to client, etc.), and record on the back of the Marshall's list. Do the same for the judges.
- D) Note results of any case involving defendants from Dismas area. Inform any Dismas area defendant released on their own recognition that they can contact Dismas at any time for help with any problems they might have.

#### VI. After Court

- A) Call the office immediately and tell whether or not anyone was released to Dismas.
- B) If so, bring them to the office for an interview.
- C) It may be necessary, however, before coming to the office, to check in with the Narcotics Treatment Administration (NTA) on the first floor of Building A. It may also be necessary to go to the Central Cell Block (301 Indiana Avenue, N.W.), where some arrested persons spend the night, to pick up the client's belongings. It is very important that the client is then brought back to the Dismas office. There, the program can be more fully explained to the client in an easy and non-threatening atmosphere and specific arrangements for contact can be made.

#### VII. At the Dismas Office

- A) Client meets standby and staff.
- B) All forms and notes are turned into a member of the office staff for proper filing and recording.

## VIII. Training for Court Interviewers

- A) When persons are interested in being a court person, they are trained individually, both in an office setting and on the job, so that they learn theory and see its practical application.

The court coordinator always accompanies a new court person during his/her first few court sessions. The coordinator makes sure that the new person has the written court guidelines, an area street list, and a list explaining what the abbreviations for different crimes mean.

During the office training session, the volunteer is taught the theory of Dismas, duties and responsibilities of a court interviewer, and given certain situations to react to.

Some examples of these situations are:

1. Relatives or friends are arrested as co-defendants but only one resides in our area. After we interview the person from our area, you are asked to take the co-defendant. What do you do?
2. What do you say to the attorney of a person who you've interviewed, when it appears the person will be released on personal recognizance?
3. A judge asks a Dismas representative to take a person who doesn't reside in our area. What do you say to the judge?
4. A defendant asks you to do a number of things for him. Do you do them?
5. A Dismas area resident is arrested for assault, the complaining witness is his wife, and as a condition of release he has to stay away from the complaining witness. The Bail Agency has recommended Dismas as a custodian but the defendant says he has no other place to stay. What can you do?

### OFFICE PROCEDURES

#### I. Handling Telephone Messages from Clients

- A) When clients call the office, an office member will ask the client:

1. If there are any problems he would like to discuss;
2. Has he had any contact with his attorney;
3. How he is doing on job/school; if he is employed or a student;
4. Why he is calling the office instead of the standby;
5. Remind the client of his next court date.

B) After doing the above, the office person will: 1) go to the contact board and change the date of the last contact and record the date of the next court appearance if this is applicable; 2) go to the active files and record the date of the last contact, how contact was made (in person or by phone) on the client's contact sheet, and any pertinent comments (i.e., nature of call, request for some type of assistance) in the comment section of the contact sheet.

## II. Handling Requests and Calls from Standbys

- A) When a standby calls, it is usually for one of two reasons—either he is having difficulty reaching the client, or his client has asked a question or made a request that the standby can't readily answer or fulfill.
- B) The office person must then make a special effort to contact the client and when making contact explain to the client the importance of maintaining contact with his/her standby (possibility of bond revocation, the long-term possibility of probation for a good compliance record, etc.).
- C) In the case of questions and requests: If the office person can't find the answers in the files and information books in the office, he/she should take the specific information from the standby. He/she should then ask one of the other staff members to look into the matter and get back in touch with the standby with the answer.

## III. Things to be Included in Clients' Files

- A) Interview sheet to be filled in as accurately as possible.
- B) A gold release order from the court that lists all the requirements of the court.
- C) A copy of the names, dates, phone numbers sheet (a copy of this form should go to the client).
- D) A copy of the client contact sheet.
- E) Any correspondence between office and client, the court and client, the Bail Agency and client, and anything pertaining to the client.

F) Any time a request is made either by the client or his/her standby, a request/referral (pink) form is filled out listing the nature of the request, who the client was referred to and what the office follow-up shows as the result. All requests are to be recorded in this way and these sheets are to go into the client's file.

#### VOLUNTEERS FROM THE COMMUNITY

##### Standbys

Standbys are community people who volunteer to work one-to-one with a person when the court releases them to the third party custody of Dismas. In conjunction with the client, they -- the standby -- arranges a specific schedule of phone and personal contact with the client. The standby makes arrangements to attend scheduled court hearings for the client, contacts staff for any needs or problems, and makes a progress report to the office.

The ideal situation is to recruit standbys from the areas that the organization selects as its target area. The standbys are recruited in two ways: 1) speaking to church, business, and community; and, 2) word of mouth from other volunteers.

Training for the standby takes place at monthly meetings where speakers from varying parts of the criminal justice system talk on relevant subjects, and films on criminal justice and corrections are shown. The standby is also trained in problem-solving and counseling techniques through role-playing and experience sharing sessions in an in-house training program.

When a client is released to the custody of Dismas, arrangements are made for his/her assignment to a standby and hopefully the standby can be present when the client is brought to the office. The client and standby then work out a schedule for contacting one another and the client can be given a fuller explanation of his or her requirements and a more detailed explanation of the Dismas program.

The staff of Dismas is available to talk to standbys and clients, to offer support and assistance, and to make referrals to appropriate

service organizations. Staff should contact the standby at least once a week to get a record of the contact with the client and tell about the client's progress. If the client fails to maintain contact and we cannot get in touch with him/her, the Bail Agency is notified and custody is relinquished. Unless there is a loss of contact and other attempts to contact fail, no client is surrendered.

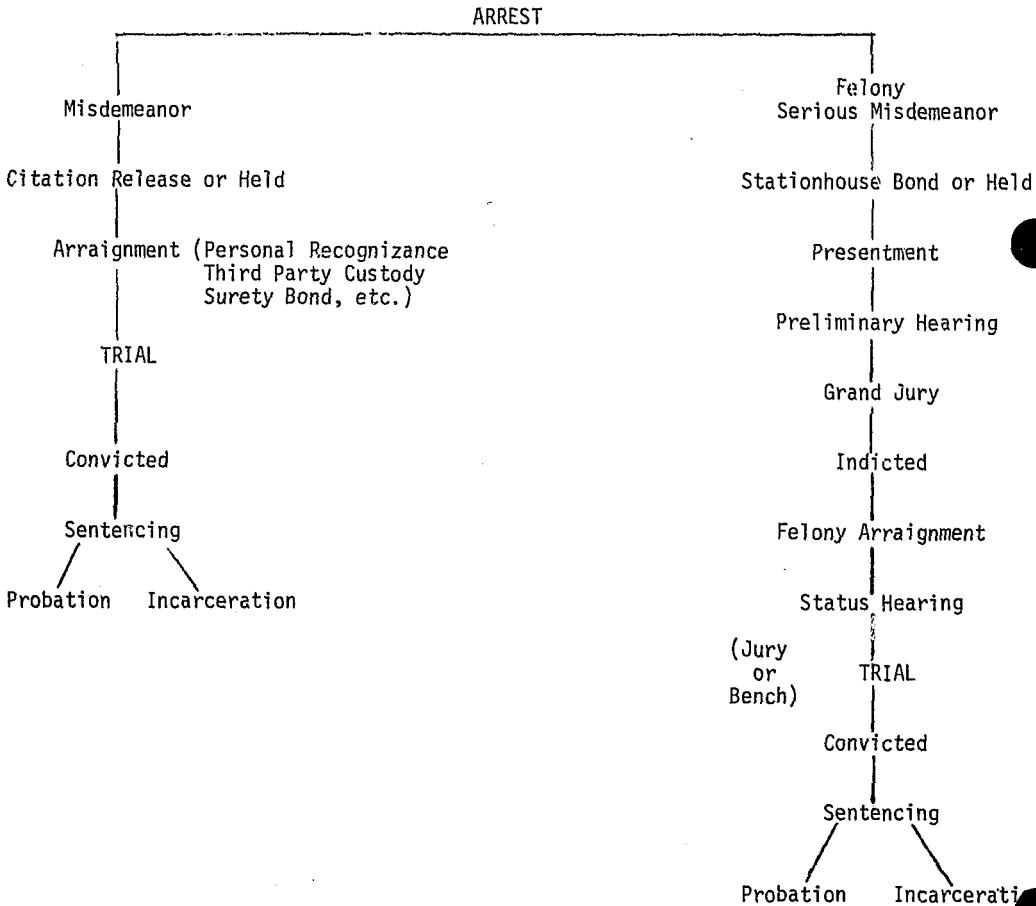
Involvement with a client technically ends at the disposition of the client's case; however, we hope that a standby would continue to show an interest in the client. If a case should end and the client is given a prison sentence, the standby can be very supportive by corresponding and visiting the person to show that someone does care about his/her welfare.

What a standby should do:

- 1) get to know the client as a person, not just as a client
- 2) explain Dismas and its resources and what we might be able to do to help the person meet some of his/her needs.
- 3) explain the importance of complying with us and consequences for not complying (i.e., bench warrant, etc.).
- 4) make your role of standby clear.
- 5) make it clear about reporting any and all changes in status, e.g., address, telephone, job.

FLOW CHART

Flow chart of different court hearings in criminal cases in D.C. Superior Court (please note that at any point in there procedures an individual may exit from the system for a varying number of reasons, i.e., lack of substantial evidence, prosecutor elects to dismiss charge, etc.).



## DEFINITION OF TERMS

Defendant - A person charged with a crime and required to appear in court.

Felony - A serious criminal offense carrying a penalty of more than one year.

Grand Jury - A panel of citizens that decides whether there is enough evidence to justify a trial. The grand jury hears only the evidence presented by the government attorney and government witnesses. The defendant and his lawyer are not allowed to be present. If a majority of the grand jury believes the evidence presented, they return an indictment and the accused is ordered to stand trial. The grand jury hears felony charges only and its sessions are closed to the public.

Indictment - The result of the grand jury's actions. It is the formal charge brought against a person, ordering him/her to come to trial for a felony.

Jury Trial - The court proceeding where twelve citizens decide whether the evidence presented proves the guilt of a defendant beyond a reasonable doubt. A defendant cannot be found guilty unless every juror decides he is guilty.

Bench Trial - The court proceeding where a judge, based on the evidence presented, decides the guilt or innocence of a defendant.

Misdemeanor - A crime that is punishable generally by less than a year in prison.

### Arraignment

1) Misdemeanor - The proceeding where defendant: a) sees his attorney; b) is advised of his rights; c) is told the charge or charges on which he will be prosecuted; d) pleads guilty or not guilty to charges; and, e) has a date set for his/her trial.

2) Felony - After the grand jury returns an indictment in a felony matter, the accused returns to court where the formal charges in the indictment are read, the defendant pleads guilty or not guilty, and the case is continued for trial.

Personal Recognizance - The type of bond which allows a defendant to be released on his promise to return for all of his/her court dates.

Plea - What a defendant says to a Judge when asked if they committed the crime they have been charged with: either guilty, not guilty, or no contest.

Plea Bargaining - An agreement that is worked out by the prosecutor and defense counsel whereby the prosecutor offers to charge the defendant with a lesser included offense or fewer counts of the indictment in exchange for a guilty plea. A plea cannot be made without the defendant's approval.

Preliminary hearing - (felony cases only). The purpose of a preliminary hearing is for a Judge to decide whether the government has enough evidence against an accused person to send the case to the grand jury. If the Judge decides there is sufficient evidence to send the case to the grand jury, he says "probable cause" is found. If "probable cause" is not found, the case will be dismissed. But a defendant may be indicted at a later time anyway if the government attorney takes the case straight to the grand jury.

Presentment - (felony). Similar to the arraignment proceeding as described in "Arraignment - Misdemeanor" except the defendant is not required to plead guilty or not guilty at this time.

Sentencing - The action after a trial or a plea of guilty by which the Judge imposes punishment on a defendant found guilty.

Station House Bond - Money bond posted at the police station house which allows arrested persons to walk away from the police station and go on his own to the court the next morning.

Cash Bond or Court Percentage Deposit Bond - Cash money deposited directly with the court, and returned in full if the defendant appears for all scheduled court hearings. Frequently, Judges use the option to require the deposit of only a percentage of the face amount of the bond. The maximum is 10 percent.



Surety Bond - This is a bond obtained through a bail bond agency. The defendant pays a legally defined percentage of the face amount of the bond set by the court, as interest or fee to the bondsman. This money is not refundable. On large amounts, the bondsman might ask for collateral.

Citation Release - At the discretion of the police, backed by a recommendation from the D.C. Bail Agency, a defendant is released on personal recognizance directly from the police station rather than going downtown for an appearance in court. Eligibility for this type of release is limited to misdemeanor and traffic type cases and is used only when, in the judgement of the police, the defendant is not considered a threat to the community.

Status Hearing - This court proceeding is to determine whether a case is ready for trial, whether something has come up that means the trial should be postponed, or whether there will be a disposition (i.e., a plea of guilty) of the case before the trial date.

Third Party Custody - A condition of personal recognizance release that requires someone released awaiting trial to stay in contact with a person or organization approved by the Judge. This person or organization agrees to notify the court if contact with the defendant cannot be maintained.

AGW	Assault with Dangerous Weapon
ADP	Assaulting a Police Officer
AR	Armed Robbery
ATT. ROB.	Attempted Robbery
AUUV	Attempted Unauthorized Use of a Vehicle
AWIK	Assault with Intent to Kill
B & E	Breaking and Entering
B I	Forcible Entry of occupied premise while armed with intent to steal (Burglary I)
B II	Forcible entry of unoccupied premise (unarmed) with intent to steal (Burglary II)
BRA	Bail Reform Act Violation - Failure to appear for court
CDW	Carrying a Deadly Weapon
CPWL	Carrying a Pistol Without a License
CSA	Violation of Controlled Substances Act
DD	Drunk and Disorderly
DDA	Violation of Dangerous Drug Act
DEST/P	Destroying Property
FP	False Pretenses
FORG	Forgery - signing someone else's name to check
GL	Grand Larceny (\$100 or more)
MURDER I	Homicide
MURDER II	Manslaughter
MURDER III	Involuntary Manslaughter
PIC	Possession of Implements of Crime
PPW	Possession of a Prohibited Weapon
PL	Petty Larceny (Less than \$100)
PROC	Procuring - Receiving payment for soliciting clients for prostitution

ROBB F & V	Robbery by Force or Violence
ROBB PP	Robbery - Pickpocket
RSP	Receiving Stolen Property
SA	Simple Assault
SOL PROS	Soliciting for Prostitution
SLIP	Soliciting for Lewd and Immoral Purposes
UE	Unlawful Entry
UNA	Violation of Uniform Narcotics Act - Misdemeanor
UUV	Unauthorized Use of a Vehicle
UTTERING	Passing a Forged Check

OTHER TERMS

AKA	Also Known As
BW	Bench Warrant
DISMISS	Felony charge dropped
NOLLE	Misdemeanor charge dropped
NO PAPER	No case to be brought into court at this time- case can be brought back at any time.
USM	United States Magistrate

## STARTING A RELEASE PROGRAM

A) If your local courts accept the principle of releasing defendants on third party custody, most of the previous information will apply; however, if the local courts do not utilize the third party custody release, then the first step is to determine the types of release the court uses.

If the court in your community does not release defendants on personal recognizance, your group can introduce the idea to your community and work for its acceptance by the courts.

For those defendants who might not be eligible for release on their recognizance and who cannot afford to post a money bond, third party custody is a way to bring about the release of many who would otherwise be held in jail during the pre-trial period. A third party custody program offers the courts another alternative release mode which most Judges are happy to have.

### B) Things to be Done Before Starting

1. Finding out which methods of release are used by the local courts.
2. Creating the interest in the community for the need for a release program.
3. Once the interest has been generated, recruit volunteers to perform the preliminary research.

### C) Preliminary Research

To determine how many people get arrested from your community, you will have to check the arrest records for a given time period. You must then map out the area you want to work in and give this area some type of boundaries. After this, prepare an alphabetical listing of the streets within this area with addresses where appropriate (e.g., G Street, 200-1999).

When this research is done, notes should be made of the bond set by the court for the defendants from your area. The total number of people arrested from your area divided by the number of days checked

should give your group an estimate of the number of people in your target area you will possibly need to interview daily. The number of people held on money bonds will give you some idea of the number of people you could offer to take out on third party custody. Not all of them would be granted third party custody release. Your research will reveal many cases where some defendants could have been released had a third party custodian been available.

D) After your initial research is completed, you should go to the courts with your program and ask that they look very carefully at it and hopefully give your group the authorization to function as third party custodians.

If the local courts give this approval, your next step is to have the persons who did your preliminary research act as your court interviewers, if possible.

You then try to have your standbys available for the clients. The standbys should have been trained and ready for their first clients while your preliminary research was being done and the case for third party custody was being presented to the courts.

*"If our brothers are oppressed, then we are oppressed. If they hunger,  
we hunger.  
If their freedom is taken away, our freedom is not secure."*

## DISMAS RESOURCES

### ALCOHOLISM

- |                                    |                      |
|------------------------------------|----------------------|
| *1. Area C Community Health Center | 626-5305             |
| 2. Salvation Army                  | EX 3-1881; EX 3-1887 |
| 3. Stepping Stones                 | 526-0087             |
| 4. Alcoholics Anonymous            | 244-2274; DI 7-8901  |
| 5. RCA                             | 629-4651; 629-4068   |

### CLOTHING

- |                                    |                    |
|------------------------------------|--------------------|
| 1. Lutheran Social Services        | 232-4928           |
| 2. Salvation Army                  | 347-8023; 347-8029 |
| 3. Far East Community Center, Inc. | 397-1104           |
| 4. Bureau of Rehabilitation        | 347-9722           |
| 5. Red Cross                       | 857-3616           |
| 6. Central Union Mission           | NA 8-4349          |
| 7. Calvary Baptist Church          | 347-8355           |
| 8. Gospel Mission                  | NA 8-1731          |
| 9. Hospitality House               | 546-4694           |

### CHURCHES

- |                               |          |
|-------------------------------|----------|
| 1. Holy Comforter/St. Cyprian | 546-1885 |
| 2. Calvary Baptist Church     | 347-8355 |
| 3. St. Aloysius               | 638-2111 |
| 4. Incarnation                | 396-0942 |

### DAY CARE

Never asked to provide this service.

\*Indicates actual referrals.

## EMPLOYMENT AND TRAINING PROGRAMS

*1. People's Drug Stores	750-6100
*2. O.I.C.	265-2626
3. Adam's Rib	659-1881
4. Sheraton Park Hotel	265-2000
5. Washington Hilton	483-3000
6. District News Co.	277-4800
7. Pride	483-1900
8. Department of Vocational Rehabilitation	629-4255
9. Project Build	737-0866
10. Paktron	281-2810
11. Hot Shoppes	656-3872; 322-1140
12. Manhattan Auto	881-0900
13. Employment Counseling Services	638-1088; 629-3189
*14. United States Employment Service	393-6151
15. New Careers	638-7300 Ext. 518
16. Department of Corrections Placement Service	629-4125
17. Federal Jobs Information Center	737-9616
18. Shayne Brothers, Inc.	529-7400
19. Government Services, Inc.	331-8080
20. Win Program	223-9578
*21. Public Defender Program (Offender Rehabilitation Division)	628-1200
22. Miller Buick	424-6363
23. Effec	483-3872; 483-5143
24. Randy's Esso Station	581-3753; 581-3538
25. Strauss Photo Technical Service, Inc.	529-3200
26. Photographic Enterprises	881-4020
27. Beltway Aluminum	925-9500
28. Capitol Chemical Industries, Inc.	635-9000

\* Indicates actual referrals.

- |  |                    |
|--|--------------------|
| 29. Flo Job Center                         | 397-2100           |
| 30. Unified Services, Inc.                 | 488-3921; 785-3445 |
| *31. Logan School Training Program         | 629-6167; 547-6619 |
| *32. AAA Globe Exports Transfer and Moving | 587-5189           |
| 33. Abe Moving Storage                     | 832-1697           |
| *34. A-Acute Van Lines                     | 483-6463           |

DIVERSIONS

- |                                 |                    |
|---------------------------------|--------------------|
| 1. Project Crossroads           | 727-1835           |
| 2. Narcotics Diversions Project | 727-1033; 727-1034 |

PSYCHIATRIC TREATMENT

- |                                  |           |
|----------------------------------|-----------|
| 1. St. Elizabeth's Hospital      | JO 2-4000 |
| *2. Area C. Mental Health Center | 626-5621  |

FOUNDATIONS

- |                              |          |
|------------------------------|----------|
| *1. Bureau of Rehabilitation | 667-2444 |
|------------------------------|----------|

HALFWAY HOUSES

- |                              |          |
|------------------------------|----------|
| *1. Bureau of Rehabilitation | 667-2444 |
|------------------------------|----------|

LEGAL ASSISTANCE

- |   |                    |
|---|--------------------|
| 1. Law Students in Court Program        | 638-4798           |
| 2. Antioch Law Schools Clinical Program | 265-9500           |
| *3. University Legal Services           | 547-4747           |
| 4. LawCor                               | 686-2629           |
| *5. Georgetown Legal Interns            | 624-8380           |
| 6. Neighborhood Legal Services          | 628-9161           |
| 7. Public Defender Service              | 628-1200           |
| 8. D.C. Bar Prison Project              | 785-2085; 544-8247 |



### DRUGS

1. NTA 638-6097; 347-9593
2. Rap, Inc. 234-8011; 462-7500
- \*3. Bureau of Rehabilitation 347-9722
4. Last Renaissance 547-7501
5. Second Genesis 683-4610

### EDUCATION

1. Armstrong Adult Education Program 232-5613; 387-0590
- \*2. Blair Adult Education Center 629-6887
3. Federal City College 727-2410; 727-1000
- \*4. Our Lady of Mercy Center 398-1621
5. Washington Technical Institute 629-7586; 629-7464
6. Spingarn-Dunbar S.T.A.Y. High School 629-6157

### EMERGENCY ASSISTANCE (FOOD, CLOTHING, HOUSING)

1. Martin Luther King Memorial Center 399-6900; 397-4200
2. Lutheran Social Services 232-4928
3. Family and Child Services 232-6510
4. Salvation Army EX 3-1881; EX3-1887
- \*5. Our Lady of Mercy Center 398-1621
6. Far East Community Services 397-1104
7. Red Cross Community Services 857-3616
8. Travelers Aid Society 347-0101
9. Central Union Mission NA 8-4349
10. Calvary Baptist Church 347-8355
11. Community for Creative Non-Violence 265-7559
12. Gospel Mission NA 8-1731
13. Municipal Lodging - Department of Social Services 629-2783
14. Women's Emergency Home (Salvation Army) EX3-1881; EX3-1887
15. Family Emergency Shelter 232-1535; 629-5796
16. The Central Union Mission Children's Emergency Home NA 8-4349

EMERGENCY ASSISTANCE (FOOD, CLOTHING, HOUSING) contd.

- |                       |          |
|-----------------------|----------|
| 17. Friendship House  | 547-8880 |
| 18. YMCA              | 628-8250 |
| 19. Hospitality House | 546-4694 |

JUVENILE ASSISTANCE

The only time Juveniles have called for assistance was for job referrals.

- |                                |          |
|--------------------------------|----------|
| 1. Institute for Self-Reliance | 232-4108 |
| 2. Teen Corps                  | 638-6920 |
| 3. Communities Reality Project | 234-0781 |

MEDICAL

- |                         |                    |
|-------------------------|--------------------|
| 1. Frances Wenger, M.D. | 541-6318           |
| 2. Rap                  | 462-7500; 234-8011 |
| 3. Blow Your Top Shop   | 326-1886           |
| 4. D. C. General        | 626-5400           |
| 5. Rogers Memorial      | 269-7525           |

\* Indicates actual referrals

NEIGHBORHOOD SERVICES

- |                                   |                                 |
|-----------------------------------|---------------------------------|
| 1. Hospitality House              | 546-4694                        |
| 2. H Street Project               | 547-2211                        |
| *3. UPO Center                    | 638-7300                        |
| 4. Pre and Post Natal Clinic      | 399-6500; 629-2702;<br>547-7000 |
| 5. Hospitality House Credit Union | 397-4131                        |
| 6. Logan School Program           | 547-6619                        |
| *7. Quaker House                  | 483-3310; 265-0152              |

WOMEN

- |                                  |                                 |
|----------------------------------|---------------------------------|
| 1. Bureau of Rehabilitation      | 462-8095                        |
| 2. One America, Inc.             | 628-2216                        |
| 3. Wider Opportunities for Women | 293-7954; 293-2853;<br>223-8670 |

THIRD PARTY CUSTODY

- |                                   |          |
|-----------------------------------|----------|
| 1. Bonabond                       | 783-5460 |
| 2. Community Release Organization | 483-3310 |
| 3. Bureau of Rehabilitation       | 462-8095 |

\* Indicates actual referrals

THE VOLUNTEER COUNSELOR:  
HELPING THE ADULT PROBATIONER

The Problem:

The need for adult probation officers is great - the number available is depressingly small. Many adults released by the court on probation do not receive adequate supervision and help. Yet such help can make the difference between developing a worthwhile, law abiding citizen, and a crime repeater.

The volunteer counselor cannot supplant the probation officer, who usually is a highly-trained professional. But the volunteer can, in a significant number of cases, function so helpfully as to be a major aid to the court.

The Task:

The volunteer counselor is needed to devote at least an hour a week to guiding one probationer assigned to him by the court. He gives the court's chief probation officer a periodic report on the person he is helping.

The kind of assistance he will give varies. He may help the probationer get a job or complete his education ... he may give advice on marital or family problems. Sometimes, what a probationer needs most is just a sympathetic ear to let him know that someone cares. At other times, the counselor will bring in the assistance of community social agencies. Always, with any serious problem, he will call in the chief probation officer.

Even before he begins, the volunteer counselor must be willing to obtain guidance himself - from the chief probation officer ... from a school of social work ... or from some other source which will acquaint him with the kinds of problems he can expect to encounter. It's desirable that the volunteer pledge himself to this much-needed task for at least a year. Only in this way, will the court realize a worthwhile return on the investment of training given to him.

Racine Tavern-Keepers Trained in Referral - An idea which was announced by CSA Director Leo Perlis at the 1957 National AFL-CIO Convention, has reappeared in a program now operating in Racine, Wisconsin. The Mental Health Association there, directed Ms. Ruth Weyland, is training owners and employees of bars as community social service referral agents. The program takes advantage of a traditional bartender's talent, sympathetic listening, and equips them -- via a 4-session course which covers legal responsibilities, listening, and agency resources -- to refer "patrons.. for assistance before their problems (become) crisis-oriented." The Racine MHA is planning a similar program for beauticians, "to open up another area of referral especially for women with problems." For further information, contact Ms. Weyland at the Association, 824 6th Street, Racine, Wisconsin 53403.

(The Community - AFL-CIO, June-July, 1977)

56118

TREATMENT FOR THE ALCOHOL ABUSER - A COMMUNITY CONCERN

Richard W. Finley  
Texoma Regional Planning Council

Programs designed to treat the chemical abuser outside the criminal justice system do not happen simply by coincidence. Only through the coordinated efforts of community citizens and leaders will such programs be developed. The need for "diversionary" programs has long been recognized by professionals in the fields of criminal justice, alcoholism and drug abuse. Thomas F. A. Plant, author of Alcohol Problems: A Report to the Nation, a document prepared for the Cooperative Commission on the Study of Alcoholism states clearly:

The traditional handling by the police, the court, and jail systems of the very large number of persons found drunk on the streets is inhuman as well as ineffective. There is general agreement that the current "revolving door" system of repeated arrests and jailings does not alter the drinking behavior of any significant number of problem drinkers, and thus is not effective either as a deterrent or treatment. Many questions have been and are being raised about the constitutionality of treating such persons as criminals. If a man's drunkenness is part of his illness-and thus a non-voluntary act-he should be treated as a sick person and not as a criminal. Clearly it is not a crime to suffer from alcoholism, a characteristic of which is the inability to control one's drinking, thus it seems bizarre, inappropriate, and unconstitutional to punish an individual for being intoxicated." 1

Plant further points to the demoralizing effect the present handling of the public inebriate has on police, judicial and jail personnel, including the tremendous waste of tax dollars to support such a system. The lack of alternatives to deal with the chemical abuser outside of the criminal justice system is a key element in the needed development of "diversionary" programs. To emphasize this fact, the National Advisory Commission on Criminal Justice Standards and Goals has recommended "that every State enact legislation which provides authority

for civil commitment and court diversion of persons who, because of alcoholism or drug addiction are in need of treatment and who should be dealt with outside the Criminal Justice System. Legislation should provide funding for treatment centers where such persons can receive both detoxification and follow-up care".<sup>2</sup> In 1971 the National Conference of Commissioners on Uniform State Laws drafted, approved and recommended for enactment in all states the Uniform Alcoholism and Intoxication Treatment Act.

The Uniform Act has proven very popular; more than half the states and territories have enacted versions of it, many others are about to follow suit, and Congress has authorized special incentive funds. The best known of the Act's provisions is the decriminalization of public drunkenness. Other provisions, however, may prove in the long run just as significant; the Act represents a major shift in the attitudes and resources which states may direct toward the treatment of alcoholism as well as of intoxication.

The major policy intentions of the Act are as follows:

- . A non-criminal, voluntary, treatment-oriented approach to the control and care of alcoholics and intoxicated persons is desirable and required of the state.
- . Treatment programs must be fostered by a state alcoholism agency with necessary authority and broad responsibility.
- . The quality of alcoholism treatment services must be assured by enforcing minimum program standards.
- . States must undertake to establish a statewide comprehensive and coordinated structure of alcoholism treatment services.
- . Services and procedures for the immediate care and limited control of alcohol-impaired person must be provided.
- . Services and procedures for long-term and/or involuntary care of dangerous and/or incapacitated persons with continuing severe alcohol impairment must be provided.

Clearly, the development of a more responsive mechanism for dealing with the chemical abuser within our communities is being undertaken. A question remains; Who Can Initiate the Programs? A review of case studies on the experiences of existing programs demonstrates "that any interested and invested individual or community group can initiate the steps necessary to implement diversionary programs."<sup>3</sup> The initial implementation process however, will not be successful until a sufficiently motivated individual or group interested in the problem pursues the initial mobilization of community and extra-community resources.

The following is a list of helpful "Do's and Dont's" to consider during the beginning stages of "diversionary" program supplementation.

1. Begin where the community is - formulate your program objectives so they are in conjunction with your community's desire and/or capacity to support such a program.
2. If possible, visit successful programs in other communities in order to gain insight into initial program implementation.
3. Make sure your program goals and objectives are well defined. A clear picture of the proposed program must be developed before seeking community and/or state, federal support.
4. Involve the community's power structure in the initial development of the program. In this manner, the successful implementation of the program becomes a vested interest of the power structure. A critical point of advice, never allow the program to become a "Political Football".
5. Early in the program development process gain the support of the human resource-allied health community. These are the individuals and agencies who will work closely with the program once it is implemented, their support is crucial.



The following are brief case histories on the successful development of "diversionary" programs:

The St. Louis Detoxification and Diagnostic  
Evaluation Center <sup>4</sup>

The St. Louis project has the distinction of being the first operative detoxification program in the United States. It was begun toward the end of 1966 under a one-year grant from the Office of Law Enforcement Assistance (the predecessor of the present Law Enforcement Assistance Administration-LEAA). Its budget was \$200,000 and its caseload 1600 cases per year.

Prior to the inception of the program the St. Louis police force followed a policy of de-emphasizing public drunkenness, and arrest rates were low. In 1964-65 arrest rates in St. Louis did not exceed 4000, while in Washington, D.C. for the same year, 40,000 arrests were made (the cities are roughly comparable in size).

The three major goals of the program were to provide medical assistance, to facilitate rehabilitation of the patients, and to reduce public expenditures. Since the arrest rate was already low, the program is somewhat difficult to evaluate. The program did demonstrate the needs of the derelict inebriate and the failure of the law enforcement approach to reach everyone in need of medical attention.

The program consisted of a seven-day stay at the treatment center. The men arrested were given the chance of becoming patients at the detoxification center or being processed through the courts. Few chose to be prosecuted or to leave the facility without permission.

After admission the patients were given a medical examination and if serious ailments were found, were transferred to a local hospital or mental health center. The patient was showered, deloused if necessary and assigned to a bed. He would remain in bed for two days and would receive vitamins, forced fluids, tranquilizers and high protein diet. He would be urged to participate in physical therapy and a psycho-therapy program which included socio-drama, group therapy, lectures and counselling.

The center was centrally located initially at St. Mary's Infirmary, which provided a convenient and friendly location. However, when the grant expired the program obtained state funding and was moved to the St. Louis State Hospital, which necessitated an hour's driving time to deliver patients and return. The hospital was also in a middle class residential area which seemed to the police officers unfitting for derelict men. There were also difficulties with regard to patients being refused admission.

The patrolmen reacted against the center, not only because of its inconvenient location and the fact that drunk arrests had never had a high priority in St. Louis but also because they were skeptical that the program really rehabilitated. This latter may have been the price of overemphasizing the curative potential of the new system.

A study of 200 patients made through interviews (by patrolmen) four months after discharge showed the following:

1. 19 percent of the group had abstained from drinking following discharge for at least 4 months.
2. 47 percent had shown "marked improvement" in drinking patterns.
3. 49 percent had shown "marked improvement" in health.
4. 15-18 percent had shown "significant improvement" in housing, income, and employment.

For a group of men who were chronically ill and addicted these results could be regarded as showing a fair degree of success.

The other objective of the project was, of course, to reduce expenditures within the criminal justice system. The projected savings to the system for 1967 were reported as \$64,000. Since the project cost \$200,000, no reduction could be demonstrated.

### Pittsylvania County Honor Court<sup>5</sup>

Individuals charged with crimes related to alcohol misuse have the opportunity to learn new job skills in addition to receiving treatment for alcoholism as an alternative to jail or a fine under the cooperative Virginia project called the Pittsylvania County Honor Court.

The program is sponsored by two Pittsylvania County courts, the Danville Alcoholism Treatment Center and the Virginia Department of Vocational Rehabilitation (DVR).

Under the plan, after an alcohol-related arrest, a counselor is assigned to determine the person's physical state, get information on the arrest, and ascertain whether the individual has an alcohol problem. This information is presented to the judge, who can then offer the person the option to join the Honor Court program. If the individual refuses to participate or fails to comply with the regulations of the program, the judge can then opt for traditional sentencing.

Individuals who agree to join the program are sent to the Danville Alcoholism Treatment Center, which offers medical facilities. The rehabilitation regimen at the center includes individual and group therapy, 12 weekly meetings, featuring speakers on alcoholism topics, films and rap sessions. Honor Court meetings are modeled after Alcoholics Anonymous meetings and are regularly attended by AA members.

All participants are referred to the Department of Vocational Rehabilitation, which provides job counseling and job training for clients, who remain under the supervision of parole personnel. Some vocational facilities exist at Danville and use is also made of local community college resources. Furthermore, local employers are paid to train individuals in such areas as welding, cosmetology, auto mechanics, maintenance and upholstery.

The project, funded by a grant to DVR from the Rehabilitation Services Administration of the U.S. Department of Health, Education and Welfare, has been in operation since January, 1976. About 18 people registered during the first month of operation, and program officials report that 150 people were served during the first year.

## The District of Columbia Detoxification Program<sup>6</sup>

The District of Columbia Detoxification Program was first located in the basement of the D.C. General Hospital, where 25 beds were made available. It was relocated in April, 1968 and authorized a broad rehabilitation network for alcoholics. A center for women was also opened in the D.C. General Hospital in 1971.

The project has had many difficulties. There is a vast difference between the way the patrolmen interpret the new system and the way the reform elements within the criminal justice system see it. There has been no attempt to instruct patrolmen in their role. No course on detoxification is offered at the police academy and the public health personnel have shown no interest in implementing such a course.

The program has been evaluated by a research team from George Washington University. The team felt that the program has demonstrated that a nursing care service is feasible and economical, but notes that the program makes inadequate provision for patients after release in terms of shelter, clothing, and food, and that the program is ineffective in keeping patients long enough for complete withdrawal from alcohol.

Of the patients in the evaluation sample who volunteered for treatment, 43 percent left before their treatment term was finished. The effort at referral to other agencies was also largely unsuccessful. Only 16 men handed in referral cards to the Alcoholic Rehabilitation Clinic (ARC) out of a total of 1,282 men referred.

The total cost of the program has been roughly estimated at \$1.7 million per year. Previously the cost to the criminal justice system was \$3 million, half of which was spent on the costs of incarceration. The detoxification center has been able to eliminate this expense by releasing each patient within 3 days of admission.

In order to continue grassroots development of diversionary programs, an evaluation system should be built into the network of services so as to determine the effectiveness of services and the need for improvements.

Needed information dealing with the program's effects on the clients and the community, including its role in diversion, is directly pragmatic in securing additional funding and justifying a program's existence.

"The effectiveness of services may be assessed when data are available concerning the kinds and the volume of services which are being provided. Services may be related to cost. Information may be gathered which indicates the kinds of patients or clients who are receiving services, referral sources, presenting problems at referral and the relationship of need to availability of services. The effects of individual treatment when treatment goals have been established may indicate the need to develop or modify existing treatment methods".

Citizen involvement in the evaluation of a program is just as, if not more crucial to a program's success than involvement in the implementation process. Only through evaluation can we determine a program's effectiveness. Such evaluation, if practical and realistic, "becomes the basis for change, re-orientation and further development of alcoholism services within the total community health and welfare system."<sup>8</sup>

FOOTNOTES

1

Thomas F.A. Plant, Alcohol Problems, A Report to the Nation, Cooperative Commission on the Study of Alcoholism, N.Y., Oxford University Press, 1976, pp. 110-111.

2

Working Papers for the National Conference on Criminal Justice, January, 1973, Washington, D.C.

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Charles W. Weis, Diversion of the Public Inebriate from the Criminal Justice System, U.S. Dept. of Justice, L.E.A.A., 1973, p.10.

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Helen Erskine, Alcohol and the Criminal Justice System: Challenge and Response, U.S. Dept. of Justice, L.E.A.A., 1972, pp. 12-15.

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U. S. Dept. of Health Education and Welfare, NIAAA Information and Feature Service, July 1976.

6

Erskine, Alcohol and the Criminal Justice System: Challenge and Response, 1972.

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"Developing Community Services for Alcoholics: Some Beginning Principles", NIMA, 1971, p. 32.

8

Weis, Diversion of the Public Inebriate from the Criminal Justice System, 1973, p.34.

Marshaling Citizen Power Against Crime

U. S. Chamber of Commerce

1. Are there efforts being made to treat certain types of inmates-alcoholics, addicts, social mistifts, etc. - outside the correctional system?
2. Is any use made of corrections volunteers?
3. Are there any standards being observed in the selection, training and supervision of volunteers?
4. How many volunteers are now being used in probation, parole, and institutions? Are more required?
5. What are the kinds of services for which volunteers are found to be most useful?
6. Are ex-offenders and minority group members included in the volunteer rolls?
7. Are the correctional agencies taking advantage of the several Federal funding sources for the initiation of volunteer programs?
8. Where volunteer programs are being started, is outside technical assistance sought to make sure that the prospects of success are enhanced?
9. Are volunteers being used to substitute for, or to supplement the services of professional workers?
10. Are the volunteers being used on a one-to-one basis, or are they assigned excessive numbers of offenders with which to work?
11. Are those volunteers weeded out whose services do not prove productive or whose motivation may be suspect?

56119

EXECUTIVE SUMMARY  
EVALUATION OF THE  
OFFENDER AID AND RESTORATION  
PROGRAM

OAR of the United States, Inc.  
Prepared by  
MetaMetrics Inc.

Executive Summary

" Correctional systems have hidden themselves and their problems behind walls, legal procedures and fear tactics for many years. To the maximum possible extent, citizens have been systematically excluded. In addition, the general public never has been well informed about corrections and correctional issues, and this lack of information has led to apathy and lack of understanding, occasionally to indignation and hostility.

It is obvious that community support is required if community corrections is to become a reality . . .

Volunteers should be introduced on a large scale into the traditional institution and its community extension activities. They are an invaluable source for development and implementation of further areas of community participation."

National Advisory Commission on  
Criminal Justice Standards  
and Goals, 1973.

Since 1970, Offender Aid and Restoration (OAR) has been actively introducing volunteers to county and city jails. Community Programs have been established at nine sites from North Carolina to New York and new Community Programs are being developed at an accelerated pace.

MetaMetrics conducted an evaluation study of the overall Offender Aid and Restoration Program in accordance with the OAR priority emphasis for reliable feedback on OAR activities. The evaluation assessed program impact; identified program strengths and weaknesses; analysed OAR activities and policies; and recommended functional com-



munication and administrative procedures.

### 1.1 Program Description

OAR's primary objective is to assist persons in jail to help themselves. This is accomplished by the recruiting, training and assigning of citizen volunteers who counsel offenders on a one-to-one basis. In some cases, counseling continues after release from jail.

Secondary objectives are:

- . To educate citizen volunteers to establish an informed constituency for correctional change.
- . To focus the services of existing community agencies on authentic services to clients and to coordinate such services with the volunteers' work
- . To find and implement effective diversion and alternative programs in addition to OAR's primary jail program

The program foundation of OAR is the One-to-One component which stresses the establishment of a helping relationship as contrasted with the condescending or religious orientation of many volunteer efforts institutions. The volunteer gains insight into the operating criminal justice system as the counseling relationship is established. The client has an additional person in the community to visit with on a weekly basis and a valuable contact for assistance upon release.

In addition to the One-to-One component, OAR staff and volunteers operate formal programs in institutions which include tutoring of clients and group special interest meetings for alcohol and drug therapy. Formal programs in the community include court probation volunteers, halfway houses and special juvenile programs. OAR staff provide other services to clients in institutions and the community. These services range from referrals to other agencies to intensive aid in finding employment or acceptance into educational and training programs.

1. 2 Program Development and Organization

In December, 1968, a Conference on the Church and the Correctional System was sponsored by the Virginia Council of Churches. the Catholic Diocese of Richmond, the Salvation Army, and the Chaplain Service of the Churches of Virginia in response to work stoppages and other issues raised at the Virginia State Penitentiary. In 1969, a Task Group on Correction of the Virginia Council of Churches was established as a result of the concern expressed at the Conference and the Offender Aid and Restoration program grew out of their efforts. Following the establishment of six operating community programs throughout Virginia, OAR of the United States was launched in September of 1973. By 1975, the United States was launched in September of 1973. By 1975, 2 additional community programs were fully operational and state offices were established in Maryland, North Carolina and New York.

Table 1-1 summarizes the growth of community programs and state offices. From 1970 to 1975, 1,563 volunteers were trained and assigned to 2,967 clients.

Table 1  
OAR DEVELOPMENT, 1970 to 1975<sup>(1)</sup>

	State Offices	Community Programs	Staff <sup>(2)</sup>	Volunteers Trained (Cumulative)	Clients Assigned
1970	1		2		
1971	1	3	6	100	100
1972	1	5	9	300	510
1973	1	6	25	700	1,263
1974	2	8	37	1,016	1,985
1975	4	8	47	1,563	2,967

(1) June 30 of each year

(2) Includes national staff and full-time Vista Volunteers

### 1.3 Community Program Performance

OAR is founded on the principle of the One-to-One relationship. A related objective is to impact on the criminal justice system through staff and volunteer efforts. With these guidelines, Community Programs have structured their efforts in accordance with staff and community perceptions of problems, issues and priorities.

The community setting ranges from semi-rural Washington County, Virginia to New York City. The client population usually consists of detained for trial and short term sentenced adult males. The metropolitan Fairfax County, Virginia Community Program clients consist of detentioners who are convicted and released on probation (25%); detentioners who are convicted, serve sentences and are released on parole; and a group of detentioners and sentenced persons (50%) who are released other than on probation or parole including charges dismissed and found not guilty. New York City clients consist wholly of detained adolescent males charged with serious felonies such as murder and armed robbery.

The OAR Community Program effort is supported by public and private funds comprising the annual budgets. Full-time Community Program staff ranges from 2 persons for Anne Arundel County, Maryland to 11 persons for Richmond, Virginia. Vista Volunteers constitute 36% of full-time OAR staff. The time contributed by volunteers is the largest program resource. Including the Vista and volunteer efforts, each dollar contributed to OAR annual budgets results in a total program effort valued at \$3.78.

Program emphasis varies for the Community Programs. Only New York City devotes all staff to the One-to-One component.

Three other Community Programs assign more than half of the full-time staff to the One-to-One component. Overall, 52% of full-time OAR staff is allocated to the One-to-One component, 26% to formal programs and 22% to client services.

#### 1.4 Program Impact

The impact of OAR over the past 4 years has been on OAR clients; public awareness through staff contrasts and volunteer involvement; and the criminal justice system through staff, client and volunteer efforts.

##### 1.4.1. Client Impact

Over the past year, a total of approximately a thousand clients were involved in the One-to-One program and an additional two thousand were provided some other assistance varying from program referral to intensive job development. Interviews conducted with clients in institutions consistently showed that these numbers, while indicating total contacts, cannot reveal the total value of the weekly meetings for incarcerated persons. Clients were very positive about the One-to-One program irrespective of the race, sex or background of the volunteer. Clients support the program and actively recruit new clients. Volunteers served as liaison with defense attorneys, assured the presence of a supportive person at court hearings and trials and provided continuing support to the client after his release.

The OAR One-to-One program is expected to affect the lifestyles and potential for recidivism or return to crime of the clients. Meta-Metrics conducted a follow-up analysis of parolees and probationers a Community Program to determine OAR impact on recidivism. Additionally, the analysis provided insight into the OAR program and data procedures.

Fifty OAR clients were matched with fifty probationers and parolees who were released during the same month. The follow-up period ranged from one month to 48 months. All arrests, probation and parole violations, and dispositions were recorded.

Perfectly matched groups were not selected because of the limited case load from which to draw the comparison group. Characteristics of both groups were analyzed and differences were found as shown in Table 1-2. OAR clients had longer criminal histories and a higher proportion of property offenses. Property offenders tend to recidivate at a higher rate than those convicted of person or other crimes.

Table 1-2  
Characteristics

	<u>OAR Clients</u>	<u>Comparison Group</u>
Previously Convicted	64%	52%
Previously Committed	38%	26%
Property Offenses	58%	36%

With respect to the proportion of overall incidents, 30% for the OAR group and 28% for the comparison Group, there was no statistical difference in performance. A time analysis, however, showed that OAR clients had an incident rate of 10.7% at the end of 9 months compared to 20.8% for the comparison group. Using the proportion actually convicted and incarcerated rather than arrests and violations, OAR clients had a 2.4% rate at the end of 18 months compared to 10.7% for the comparison group.

Considering that OAR clients as a group may tend to recidivate because of their characteristics, the time analysis is conclusive and shows a better performance of the OAR clients for the first 18 months. Beyond that time, OAR client performance matches that of the comparison group.

#### 1.4.2 Community and System Impact

The general public is ill-informed of the system of criminal justice, its components and actual operations. A brief exposure to police, courts and institutions is insufficient for comprehension of the system. The OAR program requires the commitment of one year of all volunteers in the One-to-One program. The volunteer learns court and institutional procedures from the client and from contact with the components. This exposure has resulted in a cadre of 1,500 citizens that has first hand knowledge of criminal justice and is equipped to differentiate between the avowed purposes and actual realities of justice.

Through staff, client and volunteer efforts, OAR has effected change in all of the Community Program jails and in criminal justice components at several sites. This change ranges from introduction of services to inmates in jails to the establishment of new programs including halfway houses and court volunteers. Selected examples are shown below:

- . Roanoke, Virginia: A recently introduced juvenile court program is expected to result in improved cooperation with the court and probation officers.
- . Newport News, Virginia: OAR staff and volunteers questioned certain activities at the prison farm which resulted in media and public awareness of prison conditions and subsequent administration changes and improvements.
- . Fairfax, Virginia: OAR has helped introduce many program changes in the jail including a 24 hour paramedic, staff psychologist, GED program, work release program and library.
- . Charlottesville, Virginia: OAR was instrumental in establishing the only citizen directed jail in Virginia which required special legislation from the Virginia General Assembly; the Jail Board of Directors is chaired by an OAR volunteer.
- . Richmond, Virginia: OAR operates a halfway house and a new OAR Court program utilizing volunteers rather than probation officers is evidence of a growing criminal justice system cooperation with OAR beyond the Richmond Jail.
- . Washington County, Virginia: Relations with the jail administration have improved in recent months and the new Juvenile Court/Wilderness Ventures program may help alleviate antipathy to rehabilitation.
- . Anne Arundel County, Virginia: OAR impact in the jail has been an improved library, assistance with the work release program and an art supply program.
- . New York City: Volunteer response to this new program and community acceptance has been phenomenal which resulted in a grant to quadruple the staff for the next year's program.

### 1.5 Findings and Recommendations

In five years, OAR has grown from a local volunteer effort in several Virginia communities to a national program with eight established Community Programs in three states. By the end of 1976, Community Programs will be operational in three additional states.

Diversity of programming is the basic strength of OAR. Each Community Program has a Board of Directors which determines the emphasis to be placed on program activities. OAR staff make adjustments to needs of clients and opportunities for program development. Meta-Metrics recommends that OAR, in the development of new Community Programs and the support of existing Community Programs, build upon the grass roots concern of the community and bring to bear the collective experience and expertise of the OAR organization. Program flexibility should be an explicit strategy with the One-to-One concept providing a core program.

Over the year ending June 30, 1975, approximately one thousand clients were involved in the One-to-One program. An additional 400 were participants of OAR formal programs and there were approximately 2,000 instances of services rendered to clients. The OAR annual budget expenditures per 12 month One-to-One relationship was \$250. Equivalent services provided by paid probation, parole or institutional counselors would cost over \$1,000.

Clients consistently praised the OAR program and aided in the identification of new clients. In addition to the visits by volunteers, valuable services in terms of community contacts and monitoring of justice procedures were provided. Individual citizen volunteers have become well informed of the criminal justice system and issues of justice. They, in turn, have affected actual systems operations and procedures in several OAR communities.

OAR does affect the rate of recidivism of clients. On the basis of new convictions and incarceration, OAR clients performed better at a statistically significant level over the first 18 months after release

from institutions. In addition, OAR clients tend to have longer criminal records, more time in institutions, and more potential for recidivism than the comparison group of probationers and parolees. OAR Community Programs are achieving their objectives and are affecting their communities and criminal justice agencies and institutions.



THE COMMUNITY ASSISTANCE PROGRAM FOR EX-OFFENDERS (CAPE)  
DES MOINES, IOWA

AFL-CIO/NCCD

Experience shows that the period immediately following release from prison to be the most crucial time in an offender's career. If he can locate a job quickly he has a chance. If he cannot find gainful work the opportunity for slipping back into lawbreaking is dramatically increased.

Des Moines' CAPE project, sponsored by the South Central Iowa Federation AFL-CIO and the United Way of Greater Des Moines, has been easing the transition from prison to private life. CAPE staff provide counseling, career development, and placement. Founded in 1974, it placed more than 250 parolees and 150 work-releasees in local well-paying jobs. Most of them are doing well.

The CAPE program is staffed with VISTA employees. It goes into the correctional institutions and it helps prepare the individual offenders for the time when they are to be released. It does so by training them on how to present themselves for jobs, how to be interviewed, how to develop a positive attitude toward seeking employment. It also helps locate job possibilities. It is both a matching process and a preparation for a work career.

CAPE's program has been funded by the Iowa Department of Social Services, the National Alliance of Businessmen, and ACTION.

The Alston Wilkes Society: An Inside Look. What Is It? There are many men and women in prisons in Columbia, South Carolina who receive no visitors from the outside world. Perhaps they are from out-of-state, have no living family, or have no ties with their family and friends. The Prison Visitation Program (PVP) matches volunteers from the community on a one-to-one basis with these inmates. The volunteer visits and corresponds with the inmate regularly.

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Who Are The Volunteers? There is no "average" volunteer. Each one is a special person who cares about others and is willing to give of his time to a lonely inmate. Dependability, sensitivity, and the ability to be a good listener are good qualities for a volunteer. There are no requirements of education or experience.

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Who Are The Clients? The inmates. They are also volunteers and must request an Alston Wilkes visitor before they are eligible for PVP.

\*\*\*

How Does The Program Operate? Prospective PVP volunteers attend a special training session where they are oriented to the program. A Department of Corrections official talks to the group and a volunteer visitor and his inmate friend tell about their match. The prospective volunteers are given a chance to ask questions.

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All inmates who request a PVP visitor are interviewed and screened prior to being matched. Males always visit males and females always visit females. The specific needs of the inmate and the specific abilities of the volunteer are considered and a match is made.

(Alston Wilkes Society Newsletter,  
Columbia, S.C.)

56120

CORRECTIONS AND COMMUNITY  
Equal Justice Institute

Introduction

Confronted like everybody else with the problem of rising crime, I have, over the years, observed the steady erosion of our criminal justice system. During and after the 1968 presidential campaign when the slogan "Law and Order" started its confusing and confused career, I felt a sense of utter impotence in the face of the mounting rate of violence and crime. I became concerned, restless, and finally ashamed of my silent and passive bystander role. When challenged by a wanting self-image, I resorted to the usual simplistic rationalization. What after all can the average person do in the face of a national crisis of such magnitude? Somehow, I instinctively rejected this easy way out and in time became convinced that any constructive plan conceived by anyone could induce others to share and improve on it. The first task I assigned myself was to try to relate causes to effects to find an opening for action. It thus became clear, from researching the mass of literature, studies, reports, and recommendations developed since the publication of the president's report of 1967-68 that our administration of criminal justice is not only conceptually and functionally out of step but also that its constantly rising workload excludes a prior qualitative performance. This preliminary research also brought to light that the century-old attempts to streamline and modernize our system of corrections have never received - nor could they have for lack of sufficient information - the needed support of the general public. Ironically enough, most of the suggested but still pending reforms originated from within the institutions.

Of course we need institutions to carry out the burden of dispensing justice. But history and experience prove that institutions, when left to themselves, when not inspired, directed, and controlled are prone to become stale and self-serving. I became vividly conscious of the fact that we are burying our heads in the sand. We consider the offender to be an institutional problem and overlook that he comes from our ranks and return to us. It became obvious to me that all efforts to reform our system of corrections are destined to fail unless and until reform starts by reforming the community. Reforming the community hinges on finding ways to change its perception and enroll its moral and material support to deal with the problem. This

realization was the door opener for the formulation of a concept based on the following observations:

1. The public at large is unaware of the far-reaching issues involved in corrections and the untapped potential for active community involvement.
2. The offender's isolation in prison leads to his alienation from society and undermines his functional ability when released.
3. Rehabilitation of the offender cannot be the function of prisons but is the responsibility of the community.

Formulating a concept is the first requisite for any program. Translating the concept from theory into practice serves the purpose of verifying the concept's feasibility and effectiveness.

Thus the Equal Justice Institute(EJI) was born to structure and conduct two pilot projects destined to provide the participants with the needed information on our present criminal justice system and initiate them into an active participatory role at the same time.

This book has been developed to serve as an educational instrument and become the blueprint for citizens' organizations based on the findings of the two successful pilot projects.

This book offers no magic formula. It is a message to my fellow citizens who share my feeling of impotence, when individually confronted with the magnitude of the problem. With our cumulative collective perception and efforts, we can reverse the worsening trend of events.

Alexander F. Pathy

## EJI'S PROGRAM

### THE PILOT PROJECTS

EJI researched, conceived, and structured a program destined to involve the community directly in the process of corrections. The basic concept consists in reestablishing communication with prisoners behind bars, to develop human relations with them while in prison, and to serve as their link with the community in the postrelease period. The program places the volunteer in the center of the action and enables him to receive first-hand information of the issues involved and help end the offender's isolation and alienation from society.

The functional aspects of the program, described in detail in Part II of this book, were tested by two pilot projects in two New York City institutions, namely, in the House of Detention for Men in Queens and in the New York City Correctional Institution for Women on Rikers Island. The pilot projects were planned for a period of 18 months, from October 1972 to April 1974, with an additional phasing-out period of two months. Volunteers were recruited from a cross-section of the community. After adequate orientation one volunteer was assigned to one prisoner for a weekly one-hour visit in prison for a period covering an average of 10 to 12 consecutive visits, the last of these coinciding with the scheduled release of the prisoner.

Detainees awaiting trial or sentencing, while often in need of assistance, are not included in the program because of the uncertainty of the disposition of their case and the time and place of their ultimate release. EJI's program is furthermore restricted to sentenced adult prisoners scheduled for liberation within a period of three to five months from the beginning of the visiting program.

Forty volunteers participating in the two pilot projects serviced about 100 prisoners. About half of the volunteers stayed with the program from start to end and would have liked to continue had the experimental pilot projects not come to an end. All the volunteers who quit the program at any time did so for valid personnel reasons, such a transfer of their job to another city or pressure from work or studies. None of them left before completing their visiting schedule. The program was also able to keep

track of about half of the serviced inmates. To our knowledge two of the serviced inmates returned to prison. This apparent low recidivism rate is certainly unreliable and not intended to prove the program's statistical results. In fact, statistical achievement or success is not one of its objectives.

#### VOLUNTEERS' PERCEPTIONS

Most of the pilot projects' volunteers had never been involved in prison-related activities, had never been in a prison, and had never met a prisoner. Most of the volunteers had at best a sketchy notion of the issues involved and shared some of the general prejudices relating to convicts and prison guards. As the pilot projects proceeded, volunteers soon realized that neither prisoners nor their guards were basically different from them, and once a reasonable level of communication was established, they experienced no difficulty in relating to them as one human being to another. Most of the volunteers were apprehensive of their first contact with a prisoner and needed to be reassured of their own adequacy. Volunteers were given the choice of continuing their relationship with their serviced prisoner after their release or letting the staff take over post release relations and services. If they chose to continue to maintain relations with their released inmates, they were advised preferably to meet with them in the staff's office or to keep the staff informed of the time and place of their meetings.

In Part II of this book, recruiting, orientation, staff supervision, and guidance are amply described. So are the functional and procedural means and devices used to observe, monitor, and register volunteers' perceptions. One of these devices to measure these perceptions at the end of each visiting period coinciding with the prisoner's release was to submit both, the volunteer and the prisoner separately, to a staff evaluation interview.

We reproduce hereafter a few random answers by volunteers to the interviewer's question.

Question: WHAT DID THE VISITS MEAN TO YOU?

\* "The visits meant for me starting out with the feeling that I was

talking to a vacuum, and then coming around to a relationship of openness and trust."

\* "I think they gave me a better understanding of something that did not comprehend before. I enjoyed talking to someone that I would never have met and I could understand what people like Robert go through."

\* "Learning to deal with people, and finding out why or whether there are any special reasons why these people get in jail."

\* "It was a chance to talk to somebody who came from a completely different background and had completely different experiences. It helped me to begin to understand how to look at another person's problems in a different light. Someone who had grown up in a different community would look at things that I consider handicaps in a different way."

\* "I felt mostly it was a chance to talk to someone who was lonely and didn't get much of a chance to talk to people, and who didn't have much in common with the other prisoners."

\* "Further understanding of prison life in a lot of subtleties, and learning of black and white relationships."

Question: WERE THERE ANY DISAPPOINTMENTS?

\* "Yes - the Correction Department policies and red tape."

\* "Disappointment with the system and with the prisoners. The more I learned about the population and the guards, the more depressed I became. The way things are run in the system. Some of this is based on comments about other prisoners by my inmate."

\* "The only disappointment is the uncertainty of learning the aftermath - is he going to be able to stay away from drugs. That was one of our main discussions - his using drugs and where it got him."

\* "No, I saw him as an individual caught in a web."

\* "I would say it never makes you feel good to be not needed when you think that you are. One's feeling of powerlessness when you realize that there is not much you really can do to change people's lives. To see self-defeating attitudes in people is sad."

\* "No, I don't think so. Frustration, sometimes, because I sometimes felt ill equipped to deal with problems I had never experienced."

\* "None, relating to him; but what shook me was to see to what lengths other human beings can go trying to make things hard for another person who has never done them any harm."

Question: DO YOU THINK THAT THE SEX, COLOR, OR NEIGHBORHOOD OF THE VOLUNTEER WOULD MAKE A DIFFERENCE?

\* "It was advantageous that I did not come from the same socioeconomic background. He got a new realization of white people from me."

\* "Yes, I have a feeling that a volunteer from an economically better class and who has had better advantages evokes a certain amount of cynicism. Color is a factor also, as Abigail said, there aren't many white people in prison. This is proven if the inmate is black and the volunteer is white."

\* "I think it was easier for him to talk to a female, who was white. As far as education, his vocabulary, and way of expressing himself improved a lot. I don't think the neighborhood made that much difference. His enjoyment of my visits made an escape from prison."

\* "Yes, definitely, all three would have made a difference, but not insurmountable. Sex was most important to John - a man would have gotten quicker straight answers."

\* "There was a misunderstanding at the beginning about the meaning of community, he thought I was going to be from his neighborhood in Queens - it took a little while to get over that. In time he came to say that the fact that I was white, female, and not from Queens did not matter - although it could have."

\* "I don't know - some people think so - I think for a learning experience the differences are good."

Question: DID YOU HAVE ANY DIFFICULTIES IN COMMUNICATING WITH THE INMATE?

\* "Most definitely, yes. First, the language difference, vocabulary, sentence structure, intonation. Then completely different life experiences and backgrounds had to be continually translated."

\* "After the first few times everything was fine. He was a talker and I am a listener."

\* "No, there was occasional difficulty with language but this was overcome in many ways. At times Cecilia was able to unburden as much or more than any of the others."

\* "No, not too much. Maybe I talked more. I did want to lift her feelings and play down her depressed feelings."

\* "I did at first and it could have been me but I think it was his personality. Afterward I was glad because I felt that when he did open up it was more sincere."



Question: DO YOU THINK YOU HAVE A BETTER UNDERSTANDING OF PRISON LIFE BECAUSE OF YOUR VISITS?

\* "Yes, the boredom, the futility of falling into a routine, lack of decision making. I think he also felt a lack of rapport between himself and other inmates, and the total lack of psychological preparation for release."

\* "I had a first-hand view of officer harassment, baiting, and repressive action on an inmate. On the other hand, there are some fine officers who maintain a humane attitude and are helpful to inmates."

\* "I do. He gave me a great deal of information about the daily life, he gave me his schedule and I have no reason not to believe he was telling me the truth."

\* "Yes, I do. Any amount of small details give one a greater understanding. Also toward the end of visits he began telling me more of his perceptions of other inmates. I did learn a lot and was very much struck by his perceptions."

\* "Yes. Everybody should step into a prison and experience the separateness, and everyone should meet a prisoner to see the deadening effect prison has on human beings. Rehabilitation in prison is a foolish idea that a lot of people believe in."

\* "Yes, because she was a foreign-speaking person, she impressed me with the problems of foreign-speaking people, and older people in prison. I learned any chronic disease, any physical problem, makes it more difficult in prison."

Question: IN YOUR OPINION, WHAT IS THE ONE BEST FEATURE OF THIS PROGRAM?

\* "It gave me the opportunity to know him, a unique individual whom I probably would never have had the chance to know otherwise. I was also able to glimpse what it is like on the other side of the wall."

\* "I think it's the opportunity it gives us and the inmate to believe that someone does care that both parties can count on and look forward to."

\* "The link between outside world and sentenced prisoners. Incarceration should not mean losing touch with the outside community, points of correction could still occur."

\* "Communication. There are several Arnold Moodys in every prison, who are sensitive and aware, and given enough strength will maintain their sanity."

\* "The interrelationship, interweaving of all the visits during the week; they meet each other and the other clients and other volunteers, a natural little fellowship - it didn't feel like an isolated situation for any of us."

\* "The fact that there are people in free society who care enough to take time to go and visit and that way you have two people who benefit,"

Question: WHAT WERE THE GOOD RESULTS OF THE PROGRAM FOR YOU?

\* "Finding from him, as a first offender, fresh insights into prison life. Finding a natural relationship with a person who didn't have the social problems of the majority of inmates."

\* "It was the fact that I was able to earn this man's trust and respect, having come from scratch."

\* "I felt that it was rewarding to have this opportunity to develop personal relationships with someone who had a rough time in life. By visiting this person, I was able to encourage hope for better things in the future."

\* "Thinking that maybe it makes me a little more human by seeing how someone else is human - I hope so. Someone like me who had a streak of bad circumstances, which if I had had might have caused me to end up where he did."

\* "To see how a man, faced with a great many handicaps over which he had no control, can manage to keep going - as a result of strong character."

\* "That I had found new friends; finding out that after a while the girls trusted me, that they were telling me things they wouldn't tell other people."

At one of the periodical volunteers' meetings, toward the end of the pilot projects, volunteers were asked to try to describe or redefine in their own words, based on their acquired experience, the terms "Volunteer" and "Prisoner" and "Volunteer-Prisoner Relationship." The individual contributions of all participating volunteers led to the following general consensus in formulating as closely as possible a collective answer.

WHO IS A VOLUNTEER? "A concerned person outside the walls, a committed person, a person who wants to learn and be more aware, a person who shares experiences, has a direct relationship with another, has a sustained, consistent, nonprofessional relationship, is sensitive, emphatic."

WHO IS A PRISONER? "A person who broke the law and got caught, generally of low income, low educational level, often has unrealistic values and aims."

WHAT ARE THE GOALS OF THE INMATE VOLUNTEER RELATIONSHIP? "Mutual trust, mutual insight, change of attitude to a more positive one. Inside-outside communication, mutual respect (including for differences) a sense of worthwhile investment - 'something in it for me' - new perceptions and perspectives, creation of the definition of the relationship (applicable after the inmate's release as well as during incarceration)."

As it will be seen in a following section called "Volunteerism," EJI's structured program brought to the fore distinctive dormant personality development characteristics of its volunteers both in terms of their own growth and as proof of their fitness to discharge delicate and important community functions and responsibilities.

#### PRISONERS' PERCEPTIONS

Prisoners serviced by EJI's pilot projects can be said to have belonged to the same category of stereotype offenders found in U.S. prisons in general. While the pilot projects were dealing with offenders sentenced to not more than one or two years in the two respective prisons serviced, almost all of them were recidivists having previously been prosecuted or imprisoned in various state institutions. Also many were offenders whose offenses were reduced by plea bargaining.

When given the opportunity to join EJI's program, prisoners were told only that a volunteer would visit them once a week on a one-to-one basis to discuss their problems, with the purpose to work together for a better community for all. Those who wanted to join the program were asked to mark their intention by signing a bilingual flyer distributed to them by the prison administration.

Those who did sign the flyer were subsequently interviewed by the program director and requested to fill out a questionnaire related to their vital statistics, family relations, education, work and drug history.

The first prisoners who joined the program would probably have joined any other program if for no other reason than to find out what personal advantage they could derive from it. But very soon, as the program unfolded, this approach gave way to genuine cooperation and more often than not dev-

eloped into a meaningful and at times deep relationship. Prisoners realized that their volunteer was but another citizen, also having problems, receiving no compensation and having no other motivation than to establish normal, friendly, and helpful ties with another, less fortunate citizen. What most impressed the visited prisoners was the continuity and stability of the program. As confidence between volunteers and prisoners grew, the relationship became a two-way street and sometimes volunteer and prisoner discussed the volunteer's problems rather than the other way around. In one case the prisoner confided after release that whenever his volunteer came for the weekly visit without pulling out his notebook, he understood that the volunteer wanted to talk about his own problems.

Of the close to 100 prisoners serviced by the pilot projects, not one expressed any desire or compulsion to stay in or return to prison. This would tend to contradict the theory that a number of recidivists return to prison by choice to benefit from its sheltered life. To the contrary, it became clear that the recurrent major concern of all serviced prisoners was how to hasten their release. We reproduce, as in the case of volunteers, some of the prisoners' random representative answers to the evaluation interviews conducted by the staff at time of their release.

Question: WHAT DID THE VISITS MEAN TO YOU?

\* "I guess they gave me a practical idea of how life would be after I left the institution. They were beneficial in that I got peace of mind and at the same time I had to face reality about when I left."

\* "A great deal. The personal attention gave me a feeling of belonging. I didn't feel left out any more."

\* "It means there was someone showing concern. Someone taking an interest."

\* "That I really needed help when I got out. It used to make me feel good, those minutes that we used to talk."

\* "It was a way of overcoming an inner fear. Bernice made me aware that I was hiding my secret self from myself. There were things that I always wanted to do but never did because I was afraid."

\* "I was able to discuss problems that were on my mind that I was not able to discuss with others and it cleared up some dark spots. The volunteer suggested plans for getting a job."

\* "It was a way of relating and communicating."

Question: WERE THE VISITS JUST A BREAK IN THE PRISON ROUTINE OR DID THEY DO MORE?

\* "It was having some person to talk about your personal views and what you are trying to do."

\* "They were very helpful. I got from her how the outside was going and she got from me about the inside."

\* "They did more - few visits from my family since February - only two times. Every week someone who cared came."

\* "They did a lot more. There were a lot of things that came of the visits that I could not have done without."

\* "They did more - they helped me to learn more about the various programs available to inmates."

\* "More to me because I was having difficulty contacting my people and I was getting depressed."

\* "It takes the pressure off your mind. There is the problem of what am I gonna do when I get out. By her calling these different places, it helped me decide what to do."

Question: WHAT WERE THE GOOD RESULTS OF THE PROGRAM FOR YOU?

\* "I really don't know. I guess it gave me a feeling that somebody cared. I found out that he doesn't get paid and I found out that there are good people in the world. If everyone would care, everything would be all right."

\* "I got somebody that really did understand me."

\* "It helped me understand myself better."

\* "When I go out of here I have positive thinking on not coming back here - EJI people set a pattern for me."

\* "It was inspiration - it was knowing someone cares."

\* "Being able to talk to somebody who is willing to listen and seems to understand - it helps to keep you going."

\* "Established renewed hope and confidence in the future. I was helped by advice, guidance, new friendship - someone listened to my needs."

\* "It set up communication - it removed the barrier that was there in my mind."

Question: WAS EJI ABLE TO HELP WITH A SPECIFIC PROBLEM?

\* "Yes they got to the root and foundation of specific problems. They found information for me."

\* "Mr. B. writing to the Board about my Conditional Release and then finding out about it and telling me - I still have not been told officially."

\* "Yes. M. helped me a lot of times. I used to have trouble with speaking. She told me how to speak out."

\* "When my mother died I was able to contact my family through EJI and my wife was able to get my clothes from Mr. C."

\* "She gave me advice about a lot of things. We talked about my job and how to keep out of trouble."

\* "Yes, finding out and letting me know about my warrant and knowing what I was faced with. It made the bed easier to lie in."

\* "The visiting helped me to do my time easier."

\* "The most specific problem was what I would do when I left here and I got lots of help. I came to a rational solution because of the intelligence and help of EJI people."

Question: WERE THERE ANY DISAPPOINTMENTS?

\* "No, I enjoyed them - they were something to look forward to - I am the type of person that is not able to talk to others about my problems, but she was easy to talk to."

\* "No, only that you did not have a prison party while I was in the program - you had one two days after I got here and I was not in the program yet."

\* "No only one, she went on vacation for two weeks and I didn't see her."

\* "No, it was an outlet - it was someone I could confide in."

\* No, because Miss P. presented the program in such a beautiful way - she made me understand that it was up to both of us to try hard to make it work."

\* "No, except when she didn't come on time."

Question: UP TO NOW, WOULD YOU SAY THAT THE EJI PROGRAM WAS ABOUT WHAT YOU EXPECTED, WAS MORE THAN YOU EXPECTED, OR LESS THAN YOU EXPECTED?

\* "More, because I got a lot of things done that I didn't look forward to having anyone deal with. I thought they would shift them to someone else, but EJI people did it themselves."

\* "I tell you the truth, it was more. When I first went upstairs I felt it was just another program. It made me feel real good when I called up the other day and right away you knew who I was."

\* "More. There was communication and there was understanding."

\* "H. was there to help someone that wanted to be helped. It can only be successful if you want it to be successful and you really try to make it successful."

\* "It was better than I expected. Any problem I could tell Miss B. and she would try to help."

\* "More. The fact of the counselors themselves - you don't expect someone that can cope with your problems, but they do."

Question: DO YOU THINK YOU WERE ABLE TO HELP THE VOLUNTEER TO BETTER UNDERSTAND PRISON LIFE?

\* "That was my main concern - to enlighten him as to what was really going on."

\* "Yes, by expressing the operation of the system. What the men are looking for from the administration and are not getting, what they should be getting. I had more access to information of all kinds because I was on the inmate council."

\* "Yes. I told G. the things that really go on in here."

\* "Yes. B. is very interested and very concerned about what is going on in the prison."

\* "Yes. What the prisoners are going through. How prisoners communicate with the other prisoners."

\* "We communicated - she knows about both sides of the fence."

\* "Yes. By talking about how it feels to be in prison."

\* "Yes. By talking about the things that happen here and the fact of being isolated here."

Question: IN YOUR OPINION, WHAT IS THE ONE BEST FEATURE ABOUT THIS PROGRAM?

\* "If everybody would get somebody to talk before they leave jail, their mind would clear up and they would be better outside."

\* "It seems as if all of it is good. It's good to have someone come to help with the outside. When I came here I was really upset and it helped my mind."

\* "I think that it gives inner vision, willpower, and understanding. It makes you deal with what must be faced. The program woke me up to reality. It makes you think and deal with self and that is the main thing you have to deal with."

\* "Communication. Communicating with someone from the outside, showing concern for the person in prison, to take their time out to come and see and listen."

\* "Everybody in the program is for real and wants to do something and is looking for a change. If the Correction Department wants to do a service, they must change because now they are just adding oil to the fire."

\* "I think that it is a beautiful thing to be able to get in touch with the outside world."

Indicative of the impact of the community's presence inside the prison walls on prisoners' potential motivation or remotivation were two "parties" held in the Queens House of Detention for Men with the participation of about 30 volunteers and as many prisoners, some ex-convicts, and the staff. Prisoner's views on the value to them of such community involvement were tabulated by EJI's research director and summarized in a chart. The great majority of the participating prisoners recognized having gained new perspectives, felt their sense of self-worth and of personal effectiveness enhanced.

#### PRISONS' PERCEPTIONS

EJI's pilot projects' experience does not differ in substance from the findings of the abundant literature on prison conditions.

Looked at from the outside, prisons are secure places for holding



offenders. What happens to the offenders during confinement is left to the sole judgement of their keepers. The community, be it because of its ignorance or indifference, expects released prisoners to become suddenly law-abiding citizens and does nothing to help them in their struggle to survive. To the contrary, their chances of survival are seriously handicapped by restraining legislation and the community's hostile attitude.

Looked at from the inside, prisoners have to adjust and bend to prison life and more often than not look at their keepers with fear and hatred. In the reverse, custodial personnel use and abuse their unchecked authority in the discharge of their custodial functions and also, more often than not, live in constant fear of their numerical inferiority and often treat their wards with contempt. They are jealous of their prerogatives and resent outside interference or control. They apply prison rules with utter strictness for fear that prisoners would take advantage of any relaxing of such rules.

While it is fortunate that, of late, courts are finally accepting to deal with prison conditions and prisoners' rights, it is submitted, based on EJI's pilot projects' findings, that meaningful changes in prison rules and especially prison practices can only be forced on prison administrations by massive and constant community pressure and control. EJI's pilot projects' continued attempts to alter or at least soften prison rules were met with variable success. When its efforts were rewarded by some favorable response from the upper hierarchy, they were often challenged by the lower echelon. When one warden made certain concessions, the succeeding warden backtracked. Nevertheless, and in balance, EJI's pilot projects' findings clearly demonstrate that even isolated community efforts can produce innovations and induce some degree of genuine cooperation.

We reproduce two messages addressed by two different wardens to two "Prison Parties" held in the Queens House of Detention for Men in June 1973 and March 1974.

Warden's message to the June 1973 prison meeting:

To: Concerned Citizen Participants, Sentenced Residents, and Former Residents:

Whether imprisonment has an extensive or limited future in a free society is dependent on a multitude of factors.

What is important is that the penal system should not compound or aggravate the very problems that brought you here.

The frustrations and cruelties of prison life can intensify mental, physical, and emotional instabilities.

The initial involvement of the Equal Justice Institute has been brought to fruition by this, your first combined meeting of volunteers, residents, ex-residents, and staff. An evaluation of tonight's meeting will in a larger part determine the future directions of the Equal Justice Institute.

To move forward is a necessity; to move forward together is a requirement.

Good luck and good health.

ALBERT GLICK  
Warden

Warden's message to the March 1974 prison meeting:

First, I would like to take this opportunity to extend to everybody participating in the Equal Justice Institute Program welcome to this meeting.

It has been a source of good feeling to me and many members of my staff to be able to cooperate and be a part of a program of this nature.

When I say "program of this nature," let me explain what I mean by that, and the significance this type of program has.

Equal Justice is a program wherein a one-to-one relationship is established between a volunteer worker from the community and one of our residents. The worker will visit the inmate on a continuing basis. This is good on the institutional level because it helps to raise the inmate's morale. It demonstrates that the community, through the volunteer worker, is interested. In turn the inmate feels he is not "cut off" from the free world and that someone is interested in him.

More importantly, the relationship once established continues upon the release of the offender to the community, and it is here that the most valuable part of the program comes into focus, on the ex-offender.

There are many programs taking place in prisons throughout this country; some are good, some are better, some a waste of time.

Numerous inmates do well in prison programs, but most prison programs end at the prison gate. The failures take place in the community even after the prison program proved successful. What good is there, if we successfully educate or orientate an offender, if once in the community he cannot cope with and faces the same problems he did prior to his imprisonment. However if, as in the Equal Justice program, a released offender has a friend in the community, someone he can rely on, someone he can trust, who knew him, knows his abilities, his weaknesses, his preferences, someone who cares, then we have more than just a program. We now have a relationship that can be used to full advantage to try to prevent a relapse.

As a Warden of an institution, I feel that the wave of future is before us, I feel that programs have to be more than just prison based, that the community and all its resources must be brought to bear on the common problem.

I feel that a program like Equal Justice can succeed because it is a program of personal relationships that cuts across all technical and professional lines. People make the program and this is the special ingredient in the Equal Justice program.

In conclusion I wish all of you good luck, especially those of you now incarcerated.

ARTHUR RUBIN  
Warden

To illustrate lower prison echelon's almost fanatic and absurd adherence to prison rules, we produce pertinent extracts from a EJI letter to the warden of Queens House of Detention for Men dated January 5, 1973.

Prison wardens' authority can be compared to a ship captain's on the high seas. Because of the power vested in them, a warden's personality determines his management philosophy. This was vividly demonstrated during the relatively short lifetime of EJI's Queens pilot project when no less than five wardens were successively in command of the institution. Breaking through strict prison rules and practices, exploring new avenues or granting any privilege are conceivable only at the warden's level. Even at that level a privilege granted by a predecessor is subject to review by a new warden. A case in point was an experimental privilege granted by one warden for

Christmas contact visits of our serviced inmates with their closest relatives. Although this was a bold innovation in New York City institutions, and which was supervised by our volunteers instead of prison guards, there was no objective reason for a new warden to refuse the same privilege the next holiday season.

Whatever the success or failure rate of EJI's efforts to humanize prison life, the program had a favorable effect on the general atmosphere of the prison. The last warden in command and a number of his staff members expressed concern and regret when the experimental project ended.

The acceptance of EJI's program by the prison staff was an uphill undertaking and no signs of approval and cooperation were visible in the early stages of the pilot projects. To enroll the prison staff's understanding and goodwill, EJI conducted two meetings with two different groups of officers. At the first meeting a month after the start of the Queens pilot project, participating prison staff members listened politely to EJI's staff without expressing any personal views. The second conference, six months later, showed signs of improvement to the extent that the prison staff officers spoke out freely and uninhibitedly. In this way, EJI gained insight into their feelings and philosophy.

In an effort to establish greater cooperation, EJI also invited several correction officers to different volunteers' meetings, which gave them an opportunity to better size up the program's functional objectives and discuss matters of common interest with volunteers and staff. Prison staff members were asked to cooperate in organizing two volunteer/inmate mass meetings in prison that we have already mentioned. They did so with apparent enthusiasm. As the project unfolded, most of the officers cooperated with the program's resident coordinator.

## VOLUNTEERISM

Volunteerism is by no means a new concept in the administration of criminal justice. Volunteers are used with excellent results to help unburden overloaded professionals. An example is the VIP organization that provides volunteers to assist probation and parole officers. The one-to-one approach for prison visitation is practiced, if only sporadically, in some communities. In Bucks County, Pennsylvania, for example, community volunteers have visited county jails for many years.

Volunteers in the correction system perform auxiliary tasks without being integrated into the mainstream of corrections. EJI's program is designed to develop volunteers' perceptions and prepare them for active creative and independent tasks in the corrections process. EJI's program reverses the roles of the professional and the auxiliary in the sense that the volunteer becomes the field operator while the professional stays in the background to provide guidance and supervision. The volunteer, as the community's representative, crosses the prison wall to establish meaningful and lasting relations with one of the resident offenders. The volunteer's working tools are his natural human resources, most needed by the offender to regain his self-esteem and lose his frustrating and paralyzing feeling of rejection. The volunteer acquires first-hand knowledge of prison conditions and prison life. He observes the various shortcomings of the process of punishment and prevailing legislation, and understands the fallacy of the concept of rehabilitation in prison. Most importantly, he realizes the negative attitude of the community. EJI's program keeps its protective umbrella over the offender during his last period of confinement and extends its assistance to the released offender. But as long as the community remains fearful, hostile, and noncooperative, the benefit derived by a released offender from EJI's or any other program remains an isolated action lost in a giant vacuum. Sporadic beneficial results are not enough to justify the dedicated efforts of a few citizens, nor can they create the driving force necessary for a meaningful change in our system of corrections as a prerequisite condition to try to control crime. EJI's program, if carried out by a sufficient number of local organizations all over the country, could produce the desired snowballing impulse for community action.

## ORGANIZATIONAL STAGE

### FUNCTIONAL SETUP

There are no prescribed rules for efficiently running a successor organization. The structural setup might be determined by the size of the organization, its financial ability, and other local factors.

As a rule of thumb, no successor organization should function with less than 10 and no more than 25 visiting volunteers. It should also have a few back-up volunteers in reserve to replace visiting volunteers or to perform social services for prisoners.

Corporate status is required by law to have a board of directors. This board can delegate its power to an executive committee or to one of its members. It is also recommended that an advisory board be composed of one or more members of the board and of the staff to decide on urgent matters and on questions of policy. EJI's Advisory Board held regular weekly meetings with an agenda prepared by the staff. Its decisions were recorded for ready reference and follow up.

### RECRUITING OF VOLUNTEERS AND THEIR DUTIES

There are a number of ways to recruit volunteers from the community. The initial survey will have led the sponsor to establish the areas in which their recruiting efforts will concentrate. In FJI's concept, prison-visiting volunteers should belong to a cross-section of the community, without need for any special credentials and regardless of the volunteer's age, educational or professional background, sex, color, creed, or political affiliation. All volunteers have to be carefully screened as to their motivation and stability.

It is recommended that the recruitment of volunteers start in local church congregations because of their moral standing in the community. No religious undertone should, however, be injected into the volunteer's function.

Presentation of the program can take a variety of forms. EJI's pilot projects' program was introduced to church congregations after services or in lieu of sermon or submitted to the board or session of different churches.

**CONTINUED**

**3 OF 5**

The program was also discussed at religious or political meetings or clubs.

Recruiting volunteers has also been tested by way of distributing flyers at group meetings and finally by selective mailings.

Volunteers have to pledge to follow the program's rules in terms of prison visits and written reports. Volunteers are not required to perform any other function than regularly visiting their assigned prisoner and writing promptly their visiting report. Prisoners' requests are followed up by the social services of the program, unless the volunteer expresses the wish to take care personally of the prisoner's requests. In such cases, however, the volunteer first has to obtain clearance from the head office, which has to be kept informed of the volunteer's progress.

Volunteers are not required to continue their relations with released prisoners unless they so desire. All after-release activities are to be performed by the program's social services. Those volunteers who want to continue to relate to the released prisoners are advised to use the office for their meetings with ex-prisoners. Volunteers are advised not to let themselves be carried away in their relations with their serviced prisoners. EJI provides volunteers' guidelines to deal in detail with this aspect of the volunteer-prisoner relationship.

#### ORIENTATION OF VOLUNTEERS

Volunteers for EJI's program coming from a cross-section of the community have, in general, limited knowledge about prison, prisoners, and the function of the criminal justice system. Most have never been in a prison or met a prisoner.

Because prisoners are isolated from free society, EJI's basic concept rests on the community's responsibility to establish permanent communication with imprisoned wrongdoers. It was first assumed and then verified by EJI's pilot project that the establishment of permanent links benefits inmates, volunteers, prison personnel, and all parts of the large community.

No attempt is made by EJI's program to "train" its volunteers to become professionals. To the contrary, it is part of EJI's basic concept to



preserve each volunteer's self-expression and personality. To conform to this notion, EJI's program of training volunteers is limited to educating them about prisons, prisoners, and prison life.

This training-orientation consists of a few group sessions prior to visiting prisoners and by continuing this process of education during their visiting period.

In the previsiting orientation sessions, volunteers receive comprehensive briefing on the goals and objectives of the program and are given the opportunity to ask questions, discuss answers, and dispell frequent doubts and fears of inadequacy.

During this stage, volunteers are given relevant reading material, including guidelines developed by EJI as well as a copy of the rules and regulations of the prison to be visited.

Before starting their visits, volunteers are taken on an extensive tour of the prison they will serve. Possibly the warden or his deputy should conduct the tour.

There is no rule as to the number of orientation sessions to be held. Two or three orientation meetings and one prison visit should normally be the orientation target.

#### SOCIAL SERVICES AND SOCIAL SERVICES REFERRAL

EJI's concept, based primarily on "communication," recognizes that people cannot be separated from their problems. It is therefore part of the volunteer's function to help in solving the prisoner's problems without becoming his keeper or advocate. It has been EJI's pilot projects' repeated experience that simply listening by the volunteer to the prisoner's problems helps relieve tension and a frustrating feeling of impotence.

No single small organization can respond to all possible needs and requests of prisoners during their confinement and after their release. But a small organization can build and maintain channels of communication to other specialized, public or private agencies or institutions to perform services beyond its own resources.

Social services to be performed for prisoners during their confinement and after release can range from a simple request for a telephone call to

family members, to helping in the intricate procedure for applying for parole, to finding educational or job training opportunities, shelter, health or drug treatment facilities after release, etc.

In EJI's program the volunteer is not asked to personally perform any of the inmate's requests. In practice many volunteers prefer to tend to some of the inmates' requests to the point that they sometimes have to be restrained.

All prisoners' requests and volunteers' recommendations are recorded by the volunteer on the second page of the visiting report. These requests are immediately entered chronologically into a special social services book divided into two columns. One of the two columns lists requests of a routine nature that present no special problem. The second column registers requests requiring policy decisions.

In both cases, the prisoner is informed, possibly by the next visit of the volunteer, about the disposition of the request.

#### VOLUNTEERS' PRISON VISITS

In most penal institutions, visitors are not allowed contact visits. Visits take place under guard supervision, visitors and inmates are separated by a glass shield. They can only communicate with each other by telephone. In principle, only lawyers and clergy have contact-visit privileges. EJI's prison visiting concept is based on unsupervised contact visits.

In both institutions where EJI has conducted its pilot projects, arrangements were made with the prison warden for granting the privilege of contact visits conducted either in the lawyers' booths or in appropriate open spaces such as the prison's library. Because most of EJI's volunteers are working people, visits were scheduled at different times during the day or the evening, including week-ends, to fit the convenience of volunteers, prisoners, and prison administration.

During their orientation period, volunteers were briefed on prison rules and directed to observe them strictly. It is made clear to the volunteers that even insignificant deviation from the rules might produce serious consequences and alienate the goodwill of the prison administration.

Appendix J contains the job descriptions of the resident coordinator. The presence of this staff member in prison during all visits of volunteers

with prisoners is a great help and comfort to the volunteers and very often to the prisoners. The resident coordinator meets the volunteers at their arrival at the prison and escorts them to their meeting place with the prisoner and remains available for advice, information, help, or assistance. He escorts the volunteers to the prison gate at the end of the visiting period. The resident coordinator writes a weekly report dealing with the visits and important happenings in prison during the period covered by the report.

#### OPERATIONAL STAGE

##### SCREENING OF PRISONERS

Any prisoner scheduled for release within a period of three to five months from the start of visiting qualifies for the program, which is always optional for the prisoner.

Either the resident or the volunteer coordinator should, as was the case with EJI's pilot projects, be given access by the prison administration to the inmates' files to extract from them all available vital statistics. The information thus collected is handled confidentially and not released to the volunteer.

Recruitment of prisoners is made by distributing among those to be released within three to five months a flyer giving a summary description of the program. Prisoners desiring to join the program return their flyer with their signature.

The program director or coordinator interviews all applicants, in groups or individually, to explain the program in greater detail and to get an impression of the candidate for matching him or her with a volunteer.

At the conclusion of this interview, the prisoner is asked to answer a written questionnaire about his or her family relations, schooling, skills, etc.

## VISITING SCHEDULES

Volunteers, inmates, and the prison administration have to know about and agree in advance to the schedule of each planned visit. It is recommended that volunteers keep to the same schedule throughout their service to an inmate. Both volunteer and prisoner will, in principle, expect to meet every week, on the same day, and at the same hour. Neither has to be advised unless one or the other, for some valid reason, cannot keep to the schedule. It is the function and the responsibility of the volunteer coordinator to prepare a weekly schedule one week in advance. The weekly schedule is sent to the prison administration in writing. The volunteer unable to keep a scheduled visit has to advise the volunteer coordinator or headquarters if a prisoner is unable to keep to schedule.

One of the functions of the resident coordinator is to occasionally replace a visiting volunteer unable to keep to the schedule.

## VOLUNTEERS' VISITING REPORTS

One of the important features of EJI's prison visiting program, distinctive from other known prison programs, is a comprehensive visiting report written by each volunteer after each weekly visit. The primary objective of the report is to create a permanent record of the developing relationship between volunteer and prisoner, permitting the staff to follow up, evaluate, and provide guidance when needed. The report, written immediately after the visit and promptly mailed to headquarters, helps the volunteer to recollect and formulate information and impressions gathered during the visit, to list the prisoner's requests, and to make personal suggestions. Whatever the prisoner's requests are, reasonable or not, it is most important that the followup and disposition of the request be made known to the volunteer and by the volunteer to the prisoner as soon as practicable and if possible by the next weekly visit.

In the early stage of the visiting process, the volunteer informs the prisoner of the existence of the visiting report, which is handled confidentially by the staff. Each report when received by headquarters is coded and the names of the volunteer and the prisoner are blocked out. The prisoner is also informed that whatever is confidential is not going

to be made part of the report.

The volunteer's report is divided into two parts. The first serves to list topics discussed, statements and the state of mind of the prisoner, and finally the volunteer's impressions and perceptions. The second part deals with the prisoner's requests and states the volunteer's suggestions and recommendations.

When the volunteer has established working relations with the prisoner, usually after the first two or three visits, the volunteer is asked to fill out, with the help of the prisoner, a "social service" questionnaire designed to gather useful first-hand information about the prisoner's family relations, educational background, skills, job history, drug history, and after-release needs and plans. The volunteer explains to the prisoner that the information requested serves the sole purpose to be helpful to him or her and that he or she is free to answer any part of it.

#### VOLUNTEERS' MEETINGS

Volunteers working on a one-to-one basis with prisoners have different experiences, problems, frustrations, failures, or successes. Sharing these different impressions and reactions is of great benefit to all volunteers and to the staff. Regular periodical, possibly monthly, volunteers' meetings with the participation of the staff are the best occasions for exchanging information and for discussing general and specific problems. These meetings also offer the best occasion for professional lectures on various aspects of the criminal justice system in operation. At a more advanced stage of a successor organization project, it is recommended that ex-convicts serviced by the project and from time to time a correction officer of the serviced prison should attend and participate in discussions at the regular monthly meetings. This was the case with EJI's pilot projects.

Periodical volunteers' meetings as well as individual briefing of volunteers, when requested by a volunteer or when initiated by the staff, represent the ongoing orientation of volunteers.

## PERFORMANCE EVALUATION OF PRISONERS AND VOLUNTEERS

Toward the end of the period of confinement a member of the staff, preferably the social services coordinator, conducts a performance evaluation interview with the prisoner to be released, recording verbatim the answers received. Its objective is to measure the program's impact on the prisoner, to evaluate the relationship between prisoner and volunteer, and to ask the prisoner for suggestions for improving the program.

After release of the interviewed prisoner, the volunteer is also interviewed by a staff member to verify the program's impact on the volunteer and evaluate the relationship built during the visitation period between the volunteer and the prisoner.

The superposition of the two final performance evaluation reports permits the staff to draw pertinent conclusions. The performance evaluation interview reports remain in the prisoners' and volunteers' files for future reference.

## PRISON MEETINGS OF VOLUNTEER AND PRISONERS

The one-to-one relationship is at the base of EJI's concept of communication between free and captive society. Conducting from time to time meetings in prison between groups of volunteers and prisoners enlarges the scope of communication and represents a significant step toward greater community presence and impact in prison.

Within a period of eight months EJI organized two such meetings with the participation of about 15 volunteers each, as many prisoners, a couple of ex-prisoners, and the staff. These meetings took the form of informal social gatherings between citizens on opposite sides of prison walls to discuss matters of common interest and exchange impressions and suggestions. The parties were held in the prison officers' dining room, decorated for the occasion, and refreshments were provided by the prison administration. In both cases the warden sent a welcoming and appreciative message while the meetings were in progress. The participants were informally seated at

three conference tables, the prisoners assuming the role of hosts.

The prison meetings were preceded by written invitations sent to prisoners and volunteers requesting suggestions for discussion at the scheduled meeting. All participants were also asked for their written impressions and evaluation of the meetings. A special newsletter, reproducing verbatim all the unedited communications received, was thereafter distributed to all participants. It is recommended that successor projects hold similar meetings as frequently as practicable.

#### MEETINGS OF EJI'S STAFF WITH CORRECTIONAL STAFF

Starting from the premise that communication between free and captive society is the first and utmost basic necessity to pave the way to community-based corrections, it is evident that weighty consideration has to be given to the role and status of the custodian or correctional personnel positioned as a kind of third society between free and captive society.

Correction personnel are the free citizens who discharge their functions inside prisons. They derive their authority from and are paid by the free society. In theory they are the natural link between free and captive society, but in practice they are the impenetrable iron curtain dividing and isolating one society from the other. Traditionally they are opposed and even hostile to any outside communication with their wards.

It is also part of EJI's program to extend its efforts of communication to the correction personnel. To achieve this goal it is important to acquaint prison personnel in general, and involved correction officers in particular, with the program.

At different occasions members of the prison staff were invited to the volunteers' monthly meetings and were given the opportunity to participate in the discussions and answer questions from volunteers.

EJI's chairman and program director periodically visited the institutions served by its pilot projects to discuss with the wardens and their staff matters of common interest.

## POSTRELEASE FUNCTIONS

The final objective of EJI's program is to induce the community to help the released prisoner stay out of trouble and adhere to social standards and rules. EJI's efforts start with the establishment of simple communication with the prisoner and lead to progressive building up of relations and reciprocal understanding of realities. All possible and necessary planning of the after-release period is to begin in time to become operative when the prisoner is released. When released, the prisoner is encouraged to remain with the program, ask for advice and assistance, and when leaving the community, either voluntarily or for other reasons, to remain in contact with the program. If the prisoner is released on parole, contact for the purpose of cooperation is made with the parole officer.

Possible activities of the prisoner to be released are in principle varied and numerous, actual opportunities are very much lacking. Prevailing community reluctance to employ ex-convicts, compounded by restrictive employment legislation, is certainly the greatest obstacle to successful rehabilitation.

While it is true that most released prisoners confronted with the shock period following confinement are not immediately ready for steady employment, the mere knowledge of their employment handicaps produces increased insecurity and anxiety. Released prisoners are induced not to disclose their criminal record. Discharge from employment often happens when their prison background is discovered.

Here is the most striking example of the necessity for the community to understand the root of the problem and its remedy. Only the community can generate the necessary pressure to change restrictive employment legislation and provide work opportunities for released prisoners.

## NEWSLETTERS, SOUVENIRS, GIFTS, AND CERTIFICATES OF ACKNOWLEDGMENT

A periodical newsletter circulated among all those involved in the program is a useful tool for expanding communication and creating a spirit of emulation and cooperation. EJI's pilot projects published a monthly



newsletter in which staff members, volunteers, prisoners, ex-prisoners, and professionals contributed articles, poems, personal experiences, statistics, and suggestions. Each issue commented on the events of the previous month and on the events planned for the following month.

After one of the two prison parties held between volunteers and prisoners, a special newsletter reproduced the unedited comments of each participant. At the first of the two prison meetings, with the permission of the warden and after obtaining written waivers from all participating prisoners, a great number of photos taken by one of the volunteers were assembled in a souvenir folder, a copy of which was presented to each participant.

At Christmas time a token present was given to each serviced prisoner. The present itself was of lesser importance than its presentation in tasteful wrapping accompanied by a warm greeting card. Because of the strict prison rules prohibiting introduction into the prison of any uncensored package, special permission was asked from and granted by two different wardens at two Christmas seasons to avoid censoring the gift packages. EJI, to obtain this privilege, took upon itself to proceed with the wrapping of the gifts under its staff supervision and responsibility.

A certificate of public service acknowledgment was presented to each visiting volunteer having served for a period of a year. Similar certificates were also delivered to lecturers, correctional personnel, and ex-prisoners having actively contributed to the program. The certificates for the volunteers were presented to them at a dinner ceremony to which present and former prison wardens and captains and their representatives, volunteers' husbands or wives, and special friends of the institute were invited as guests.

#### PUBLIC RELATIONS AND FUND RAISING

Public relations and fund raising are the responsibility and function of the project's management, which can delegate these functions to a volunteer public relations coordinator. Any successor organization should in the early organizational stage develop a basic flyer with a motto or logo describing the program and soliciting moral and material support. EJI's pilot projects used such a basic flyer. They also used special flyers to

recruit prisoners for the program.

EJI's pilot projects avoided using political contacts and stayed away from all publicity, as a matter of policy. EJI's position in not claiming or accepting any preferential treatment was prompted by its intention to meet the same difficulties and obstacles any future successor organization would be confronted with and use its own limited resources for solving problems. We do not recommend this same policy to successor organizations. On the contrary, we suggest that contact be made with local political leaders, church managements, educational and charitable institutions, etc., for the purpose of stirring up the maximum interest and support. We also recommend the use of press releases and press interviews in local publications, in church reports and newsletters, and all other means to improve public awareness and induce community participation.

Also as a matter of policy, EJI did not solicit public funding in order to retain its complete independence and maximum flexibility for its two pilot projects. EJI's private fund-raising efforts resulted in almost total failure. While agreeing with the program's objectives, none of the many foundations, banks, or corporations, or for that matter churches, solicited expressed willingness go make financial contributions to an experimental project. EJI's financial needs were covered by the pledges of its original founders.

HELPING THE EX-OFFENDER - CLEVELAND, OHIO  
AFL-CIO/NCCD

Recognizing the need to help men and women who have been involved in the criminal justice system, Cleveland's United Labor Agency established the Leo Perlis Remotivation Center. The Center's function is to counsel ex-offenders, to train them in marketable skills, and then to help them find good jobs. But recognizing the connection between poverty and crime, the Center also wisely assists Clevelanders whose income is below the poverty level. It seeks to forestall the tendency to break the law out of economic necessity.

Among the Center's clients are ex-offenders, probationers, parolees, furloughees, pretrial-diversion candidates, and juvenile delinquents. In addition to counseling them - vital for those who have family problems or drug or alcohol problems - it trains them for such jobs as auto mechanics, building maintenancemen, meat cutters, optical workers, shoe repairmen, office machine repairmen, and salesmen.

The Center has not yet been open a full year. But it has already served more than 900 persons, dramatic testimony to the need for its services. More Clevelanders have been applying to the Center than could be readily served, and the Center has been seeking to expand its program to fill the obvious need.

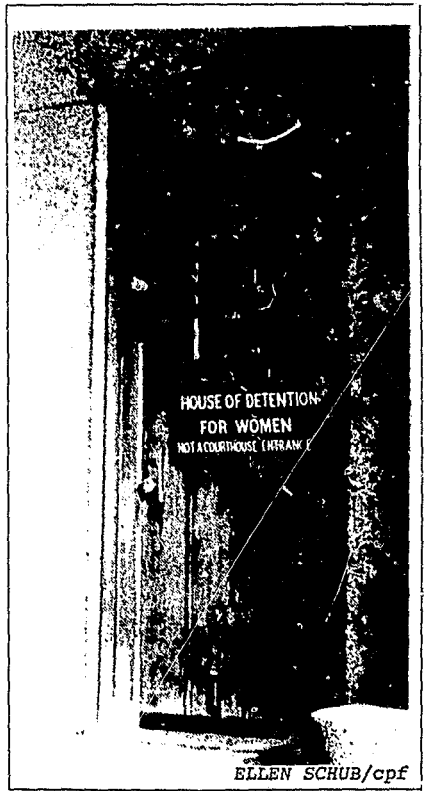
In the short time the Perlis Center has been functioning, it has won cooperation and acceptance from the city and state governments and from industry. Indicative of its support by Cleveland's business community is the recent gift to the Center of a building by the Cleveland Trust Company. The structure, formerly a branch office of the bank, will be remodeled at a cost of more than a half a million dollars to provide comprehensive restaurant and food management training. When completed it not only will be a needed training program but may function as a restaurant open to the public.

The Perlis Center has been operating on funds provided by the Comprehensive Employment and Training Act (CETA), Social Security Act Title XX, and the Law Enforcement Assistance Administration. The Center's officials expect it to be virtually self-supporting within three to five years.



cpf

WOMEN  
IN  
PRISON



ELLEN SCHUB/cpf

WOMEN'S PRISON ASSOCIATION  
AND HOME

Zelma A. Henriques, M.S.W.  
Project Director

The Children of Offenders Project is one of several programs administered by the Women's Prison Association, a non-profit, publicly supported organization which was founded over 125 years ago to serve women who come into conflict with the law. Recognizing a woman's role as mother represents a considerable segment of the Agency's services.

This three-year experimental and research program for the children of female offenders has as its objectives to determine the effects of a mother's delinquency and incarceration on a child's development and to find improved ways of interrupting the cycle of neglect and delinquency.

Financed by the Vincent Astor, (the Nathan) Hofheimer and Ittleson Family Foundations, the Children of Offenders Project has proceeded in its aim to provide comprehensive services while examining the special problems of children arising from the mother's delinquency and her complicated legal and social situation. While working with other public and private agencies in the helping process, the project found great gaps in the City's network of services, but also lack of knowledge on the part of parents and guardians on how to reach the resources that do exist.

The previous report on the first phase of the project focused on women offenders connected with the Isaac Hopper Home, the residence of the Women's Prison Association. They were women who had been convicted; had served all or part of their sentences; and were in the community, either living in the Home or connected with it for more services.

This report concentrates on female offenders still incarcerated, most of them from the Women's House of Detention on Riker's Island, New York State's Bedford Hills Correctional Facility, as well as Alderson Federal Reformatory in West Virginia.

## SERVICES TO CHILDREN

Visits with children in their homes are most important since through such contacts, the home situation and living arrangements of these children can be evaluated. In addition, home visits enable project staff to make general assessments regarding family relationships. In a number of situations, counseling relationships have been established with families where the need has been found to exist.

On-going contact has been established with schools. Project staff has met with principals, teachers, guidance counselors and other school personnel in an effort to obtain information on how children are progressing. In a number of situations, we have been able to provide information regarding some of the problems that confront children in their homes. As a result, supportive help has been made available by the school. We are usually notified regarding actions that will be taken in advance of their occurrence because of the relationship that has been established with schools. We have, therefore, been able, in a number of situations, to bring together parents, guardians, children and school personnel around difficult problems, enabling and suggesting more feasible and satisfactory solutions. By conferring with school authorities, we have been able to request deferment of school suspensions while attempting in the interim to see that the situation improved.

We have, through the use of the program's psychiatric consultant, obtained appropriate advice and direction on matters pertaining to a child's need for psychological and psychiatric evaluation and therapy.

It has been necessary for us to work closely with the Bureau of Child Welfare as well as agencies under contract to the Bureau for the provision of supervision and care to children in placement. Because of our on-going contact and involvement with many mothers, we have been able to provide useful and necessary information to agencies. We have also served as the link between agency, mother and children in instances where mothers are incarcerated and her children are in placement, and in instances, where mothers have been present in the community and needed help in establishing contact with an agency and with her children.

We have been able to obtain information which clarified for mothers the fact that they still retained legal custody of their children in instances where children were in the temporary custody of agencies during the period of their incarceration.

Information has been made available to mothers regarding their legal rights as well as the legal course of action that they must pursue in matters relating to custody.

Often, mothers who come to our residence following their release from Alderson Federal Reformatory, West Virginia, have described situations in which they were asked to sign forms relative to their children. They have stated that in a number of instances, they refused to sign such forms but were fearful that the authorities had nevertheless proceeded to institute action to take their children from them. In such cases, we have contacted the Bureau of Child Welfare and have been able to clarify for mothers the fact that they still retain custody of their children. We have arranged for mother, children, and agency representative to meet and discuss issues relating to custody. Such meetings have resulted in the establishment of working relationships between mothers and child caring agencies as well as reunions between mothers and children.

Contacts have been made with hospitals, clinics, and other medical facilities in an effort to determine and verify whether children are in receipt of medical care. In cases where such care has not been sought, we have made appropriate referrals.

The following figures indicate the number of physical contacts with and on behalf of children included in this project. Telephone contacts are not included in these statistics.

Interviews with mothers	273*
Interviews with children	150
Home visits	124
Agency visits	65
Visits to court	15
Visits to schools	28
Visits to Health facility	8
Counseling relationships established	72

NOTE: \*Total number of mothers interviewed is 116. However, in some instances it has been necessary for a number of interviews to be held with a mother before complete information was obtained. In other instances, more than one interview was necessary as problems developed.

#### CONTACT WITH CHILD LOST AFTER MOTHER'S ARREST

Linda T.: B/C 1/25/65

Ida L., Mother, at N.Y.C.C.F.W. Rikers Island

On may 24, 1972, Ida L. (also knows as Dorothy T.), a resident at the Women's House of Detention, Rikers Island, requested of us that we obtain a current address for her daughter. She informed us that she last saw the child three years ago at the home of Mrs. F. (We later found this to be an incorrect name), who lived in the Bronx and was receiving public assistance. Miss L. stated that she wished to find the child and to put her in the care of Linda's maternal grandmother who lives in Atlanta, Georgia. Miss L. indicated that she planned to return to Atlanta when she was released from prison.

Based on our information about the last known address of Mrs. F., we contacted the five appropriate welfare centers, none of which had any record of either the child or the woman. A call to the central office of the Bureau of Public Assistance elicited the information that their records are not available to us. A letter sent requesting information was not answered.

We were able to verify the fact that Linda was cared for at Morrisania Hospital after birth. A letter to the hospital brought us the information that Miss L. had been referred to the Tremont Health Station for further care for Linda. Tremont had no record and referred us to Mott Haven which also had no record. A letter to the Child Health Bureau of Records brought no reply.

We requested a forwarding address from the local post office. We were told that they have no current listing and that they usually destroy these records after three years. We called appropriate listings in the telephone



directory, but this was unsuccessful.

Meanwhile, since Linda was of school age, we were attempting to trace the child through the Board of Education. The Board has no central listing of all pupils. They did, however, give us the locations and principals' names of all appropriate schools. We contacted the principals of ten schools. Most of them informed us immediately that Linda was not listed. Several asked that we write for information. One principal stated that Board of Education regulations prohibited his giving information to any but a public agency. We asked a worker from the House of Detention to request the information. None of these letters was answered.

A member of the Police Department with whom we had had previous contact checked to see if we could report this case as a missing person or a kidnapping. We were told that we could not. We were referred to a member of the Special Investigation Section who had access to the files of the Bureau of Public Assistance. Linda and Mrs. F. were not listed. We wrote to the director of the Office of Review and asked to be listed as an agency to whom the resources of the Special Investigation Section and the Bureau of Public Assistance would be available. We were told that this would be illegal; all requests must go through the Police Department.

Since it seemed possible that Linda might be listed with the Bureau of Child Welfare, we contacted the Bronx office of the Bureau of Child Welfare. They had no record. The Central Registry of the Bureau of Child Welfare had no record. The Division of Inter-Agency Relations of the Bureau of Child Welfare had no record, but it was suggested that we re-contact them after we had verified the facts on Linda's birth certificate. We had written to the Board of Health asking to be listed as an agency which could examine birth records. We received that permission and visited the Records Division. We found that Linda was listed under the name we had been given. A repeat call to the Division of Inter-Agency Relations led to our calling the Bronx Bureau of Child Welfare again. This time, we were told that Linda T. was living in foster care with Mrs. F. (a name different from the one we have been given). We were

given her address and the name and telephone number of the social worker assigned to her case. The date was June 30, 1972.

We informed Miss L. that Linda had been located and told her how to contact Linda's social worker. We shared information with the Bureau of child Welfare worker who had been trying to locate Ida L.

At present, Linda's placement with her grandmother in Atlanta has been approved by the agencies of both cities. Transportation and an escort are being arranged. Miss L. has been released from prison. She is enrolled in a drug program and is planning to return to Atlanta when she is permitted to do so.

#### HANDICAP UPON HANDICAP

Regina P., age 14

Regina P., mother, currently incarcerated at New York Correctional Facility for Women, Rikers Island

Ms. P. asked us to check on the welfare of her five children, paying particular attention to 13-year old Regina. We found that these children were known to the Bureau of Child Welfare and that their custody by Court order was assigned to Mr. P. and Mrs. H., his common law wife.

Regina has a history of school truancy and running away from home. In November, 1972, after a preliminary hearing on a Person in need of Supervision petition in Bronx Family Court, she had been sent to Euphrasian House, a residence for psychological evaluation. At this agency's recommendation, application had been made for Regina's enrollment in St. Germain School. The school rejected the application. A second Court hearing was scheduled on November 30, 1972. This worker agreed to attend the hearing.

After discussion with Mr. P., Mrs. H. and Regina in the waiting room of the Court, this worker agreed to try to find a residential school placement for Regina. Meanwhile, we would try to arrange a school transfer so that she could attend school while waiting for placement.

We contacted St. Germain and were able to obtain an appointment for a personal interview for Regina on January 2, 1973. After a full interview, they said they would review their original rejection. As a result of the interview, Regina was accepted for a four month trial period. The social worker estimated that there would be space for Regina in about two months. Two weeks later, on January 18, 1973, this office was informed that Regina had run away again. Since she could not be found, Mrs. H. and this worker returned to the Bronx Family Court to request that a warrant be issued. After issuance of the warrant, this worker attempted to share information with the Warrant Squad. We were informed that a period of two weeks would probably elapse until they would receive the warrant and act on it.

On February 6, 1973, we were informed that Regina was hospitalized because of a severe blow on her head, reportedly caused by an automobile accident. On arrival at the hospital, she also showed evidence of heroin use. There had been no previous indication of use of drugs.

After several weeks of treatment, Regina was found to have appreciably recovered the use of her limbs, but she was judged acutely psychotic. The Psychiatric Section of the hospital was not able to find space for her until she stole some pills and was judged a danger to the Pediatric Section.

Regina has now regained the use of her limbs completely and her mental condition is judged to be about the same as it was before the accident. Since St. Germain school had indicated, a few days after the accident, that they had space for Regina, and since they had stated that they would accept her as soon as she was well enough to attend their school, St. Germain was notified that she is now ready.

The main areas studied and focused on are:

- \* What happens to children at the time of their mother's arrest;
- \* Services provided to children through the Children of Offenders Project;
- \* The role of the fathers and father substitutes in the lives of children whose mothers have come into conflict with the law;
- \* The special problems confronting children living with guardians who cannot adequately fulfill their needs;
- \* The necessity for and value of continued contact between mothers and children while mothers are incarcerated;
- \* Service gaps.

Locating a child of an incarcerated mother may take weeks or even months of Project staff effort. For reasons stated in this report, (including service gaps in the City) detection of the whereabouts of a child becomes circuitous and frustrating.

As a result of intensive work by the Children of Offenders Project staff on one case of locating a child whose mother said he had been unidentified since her arrest two years previously, a new police procedure has been inaugurated. It is now mandated that, as part of the routine in arrest, the officer is required to ascertain if the arrested person is caring for any children and to inquire into the case, as is routinely done for persons injured and "aided" in accidents or illnesses.

Additional gaps in services are pointed up later in this report.

WOMEN'S PRISON ASSOCIATION  
SERVICES RENDERED IN THIS CASE

1. Gathering of information on family from Bureau of Child Welfare and Euphrasian House.
2. Attendance at the Court hearing and continued contact with the assigned lawyer.
3. Letter sent to School Board resulting in new school assignment for Regina.
4. Urging and finally arranging the interview at St. Germain.
5. Sharing information with Social Worker at Bureau of Child Welfare after the accident.
6. Visit to hospital to see Regina and to share information with the hospital Social Worker and Regina's doctor.
7. Serving as a liaison between St. Germain and the hospital's Social Service Department.

CHILD NEGLECT AND ABUSE

When we interview parents of children in our study, we ask for a description of parent's own childhood. In very few cases has that period of their life been described as a happy, healthy childhood. One mother described the beatings that she and her mother received from her father. A very large percentage report that someone other than their natural mother cared for them as children. Mothers described unstable living situations in which there was constant moving about and a lack of warm, loving relationships. As a result, many mothers, when they later have children of their own, often find it difficult or lack the skill of mothering that would enable them to relate positively toward their children. Therefore, the cycle of neglect and abuse continues.

Since the Children of Offenders Project began, a total of 3 referrals have been made to the Central Registry of the Bureau of Child Welfare regarding 9 children who were known by us to be either neglected or abused.



## SERVICE GAPS

In our attempts to find children whose addresses are unknown or to help them obtain needed services, we have found that the following service gaps have made the task more difficult:

1. There is no central registry of all children who attend New York City schools. The appropriate department in the New York City Board of Education will suggest schools to contact if we have some knowledge of the child's location. These schools must be contacted individually and our credentials must be established in each case. If a principal adheres to a strict interpretation of his regulations, we cannot obtain any information because we are not a public agency. In addition, if we are reasonably sure that he attends school, we cannot obtain any information from the New York City Department of Education.
2. There is a central registry of all recipients of public assistance, but this information is not available to our agency. By contacting the Police Department, we have been able to obtain information through the Special Investigation Service, but our request for permission to make our own direct contact has been denied because Section 136 of the Social Services Law is quite specific in this matter.
3. The Central Registry of patients of health care agencies lists only inactive cases, two or three years old only. If we are trying to obtain information on more recent care, we must contact individual health centers. In cases where we do not have an address, this is very difficult.
4. While the Bureau of Child Welfare and Foster Care agencies provide a manual for foster parents explaining their rights and responsibilities, there is no such manual available for natural parents. When a child goes into care, a social worker explains the procedure and regulations to the parents. This is usually a time of emotional stress for parents and we have found that they do not always understand completely what is required of them or permitted to them. Since the irregular contact with the social worker and the child may affect the eventual disposition of the case, it would be helpful if these regulations were printed in some form which the parents could retain.

STATISCAL DATA

The following statistical tables illustrate the size of the COOP (Children of Offenders Project) program, the demographic make-up of the COOP clients and suggest the range of problems faced by both parents and children. As of June, 1973, the total persons receiving services were:

Mothers	116
Children	294
Fathers	<u>12</u>
	<u>422</u>

TABLE I  
PARENTS AND CHILDREN INVOLVED IN PROGRAM

Mothers interviewed	111
Fathers interviewed	<u>12</u>
TOTAL PARENTS INTERVIEWED	123

(Mothers, information gathered, interview pending: 5)

Sons & daughters interviewed	124
Grandchildren interviewed	16
Nephew interviewed	<u>1</u>
TOTAL CHILDREN INTERVIEWED	141

(Sons and daughters, information gathered, interview pending: 145)

(Children released for adoption: 8)



TABLE II  
AGE DISTRIBUTION OF CHILDREN

Children seen:

Under 1 year	9
1 to 5 years	46
6 to 10 years	46
11 to 15 years	34
16 to 20 years	4
Over 21 years	<u>2</u>
TOTAL CHILDREN SEEN	<u><u>141</u></u>

Children not seen:

Under 1 year	7
1 to 5 years	50
6 to 10 years	35
11 to 15 years	24
16 to 20 years	22
Over 21 years	10
No information	<u>5</u>
TOTAL CHILDREN NOT SEEN	<u><u>153</u></u>

TABLE III  
CHILDREN IN AGENCY CARE

Children in foster care	55
Children who have been adopted	8
Children living outside continental U.S. (no information)	11
Children in child care institutions	23
Children who are incarcerated	<u>4</u>
TOTAL CHILDREN IN AGENCY CARE	<u><u>101</u></u>

TABLE IV  
EDUCATION OF CHILDREN AND MOTHERS

Children:

In school, doing well	72
In school, doing poorly	26
Dropped out of school	18
Not yet of school age	83
Past compulsory school age	9
Educational status not known (including 8 adoptions)	85
No schooling	1*
TOTAL	294

Mothers:

Attended school above high school level	11
Finished high school	19
Received high school equivalency	13
Dropped out of 12th grade	15
Dropped out of 11th grade	29
Dropped out of 10th grade	16
Dropped out of 9th grade	15
Dropped out below 9th grade	10
Currently in school - 11th grade	1
Educational status not known	9
No schooling until incarcerated	1
TOTAL	139

NOTE: Several mothers who dropped out of school before graduation went back to school in prison and received equivalency diplomas. Therefore they appear in this table in two categories.

\*This child is severely mentally retarded and extremely ill and is currently hospitalized.

TABLE V  
PARENTS' AND CHILDREN'S INVOLVEMENT WITH THE LAW

Offenses of mothers:

Manslaughter and homicide	18
Attempted homicide	1
Assault with or without a weapon	6
Bank robbery	3
Embezzlement	2
Forgery and Grand Larceny	11
Possession of stolen check	1
Shoplifting	1
Drug selling, possession and conspiracy	33
Robbery and burglary	25
Possession of illegal weapon	7
Prostitution	9
Neglect or endangerment of child	3
Youthful offender	9
PINS (Person in Need of Supervision)	7
Petit Larceny	1
Arson	1
Harrassment and loitering	1
Disorderly conduct	1
Criminal trespassing	1

NOTE: Several mothers listed have multiple charges.

Offenses of fathers: (based on total number of children)

Past involvement	50
Currently incarcerated	22
Never involved with the law	48
No information	<u>174</u>
TOTAL	<u>294</u>

Children in conflict with the law:

Pre-delinquent	1
Actual conflict	<u>10</u>
TOTAL	11

In situations where it has been ascertained that a child has been in conflict with the law, we have contacted the police precinct, youth aid division, in the child's neighborhood and requested that they pay special attention to or work with the child. This might involve referral to the Police Athletic League, Big Brothers or other appropriate organizations.

TABLE VI  
DRUGS AND ALCOHOL

Mothers involved:

Drug users	53
Drug users and sellers	13
Drug sellers, but not users	13
Alcoholic mothers	13
Children known to have been born drug addicted	19

CONCLUSION

In the first two years of the project, we have dealt with over 100 female offenders and 200 youngsters. We have begun to see the development of a pattern of not only gaps in services, but an alienation from service agencies by those who need it most. This situation merits further study as to cause, effect and solution.

The Children of Offenders Project will study these problems closely as well as continue to provide active intervention and advocacy services to its unique population. At the end of the third year of operation, we will publish our findings and recommendations on how to minimize difficulties facing female offenders and their children as well as how to maximize use of available services.

WOMEN'S PRISON ASSOCIATION  
AND HOME

110 Second Avenue  
New York, New York 10003

Mrs. Ira S. Robbins, President  
Board of Directors

Project Staff

Stella Chess, M.D.  
Consultant

August 1973

### Answers To Your Questions

Is bonding possible for ex-offenders? Yes. The Manpower Administration of the U.S. Department of Labor has concluded that the bonding default rate for ex-offenders is approximately the same as that for non-offenders. State employment services are now able to provide a bond for ex-offenders under a program instituted by the Labor Department.

Can an employer expect loyalty from an ex-offender? The comments of U. S. Senator Charles Percy (R-ILL.) echo the opinions of probation and parole officers nationally. In a recent talk to NAB members attending a national conference, Percy said: "Ex-offenders know that their employers are taking a chance with them. They are grateful for that risk-taking ... they want to demonstrate that they can do it, and, many times, their work quality exceeds that of their fellow employees ... they have really been an inspiration to others who have known of their experience."

(National Alliance of Businessmen)

Corrections - Problem Identification Checklist  
U. S. Chamber of Commerce

Corrections; Facilities, Their Utilization and Effectiveness

1. Is there an adequate range of correctional facilities or services to which offenders may be sentenced?
2. Are correctional alternatives studied from a cost/benefit standpoint?
3. How many of those now in maximum security institutions really need that type of confinement?
4. Are statistically valid evaluations made of the effectiveness of various correctional methods, and are the criteria realistic in terms of public expectations?
5. What are the conditions in correctional institutions, particularly in short-term facilities? What about sanitation, the rights of prisoners, overcrowding, appropriate segregation of types of offenders, etc.?
6. What correctional options are available for misdemeanants, who represent 93.5 percent of those arraigned for nontraffic offenses? Particularly, are probation services available, and if so, are they sufficient to meet caseload problems and levels?
7. Do correctional facilities and services plan to avail themselves of the accreditation procedure of the American Correctional Association?
8. What is the recidivist rate of those released from each correctional facility in the region? How does each facility define recidivism? Are there built-in "success" factors which compromise the validity of the data?
9. Have referral and commitment practices been thoroughly evaluated to minimize the use of detention and confinement?
10. Do the physical facilities make adequate provision for correctional programs, and if not, are plans under way to modify or replace them?

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CURE

Citizens United for the Rehabilitation of Errants  
Lobby For Change; Organization for Service

CURE is a political lobby organization devoted to penal reform and service to the families of prisoners and ex-offenders. The staff of CURE consists of two people, Pauline and Charles Sullivan, who had been devoted in the late 60's and early 70's to stopping the Viet Nam war. In fact, this issue caused their interest in the problems of jails and prisons. They visited many incarcerated anti-war activists and even experienced the terrible conditions of jail when they were arrested and briefly placed in custody for anti-war activities. Until the fall of 1971 the Sullivans have been traveling throughout the country working with anti-war programs.

After arriving back in Texas, a friend suggested that a transportation service to the state prison system was needed. In the next few months, they researched and organized a low cost bus service for the families of prisoners. They found that most units of the Texas Department of Corrections were located north of Houston in rural, isolated areas, well over 200 miles from San Antonio. Because bus and taxi connections were awkward, expensive, and time consuming, visits by the families of poor prisoners were few.

The first bus trip to the prison units was scheduled for the Christmas season, and a phone number was placed in the prison newspaper for inmates from San Antonio area to notify their families to call for information. Volunteers were recruited to sell tickets and drive the buses. Also, churches and individuals were solicited for financial contributions. In this way they were able to keep the price of the trip to \$3.00 for adults and \$1.50 for children. The response from the families of prisoners was so great, that on the first bus trip, there were enough people for five buses. The following month had an even larger turnout and the decision was made to stabilize the service with one bus on a weekly basis to different units. A trip to Gatesville, the largest juvenile facility in the state was also scheduled on a periodic basis.

The Sullivans soon realized the need for a permanent service to families of prisoners. They acquired their own building - rent free through the urban renewal program. More than selling bus tickets, the Sullivans expanded their services to information about bail, jail and lawyer abuses, and other

segments of the criminal justice process. They were concerned also with the prevention of crime and included information on emergency relief, food and shelter. Because of the emphasis on sharing information, they called their storefront program, "The Referral".

As one can imagine, "The Referral" was not without its crises and characters, all of which taught the Sullivans more and more about the system with which they were dealing. Perhaps the most unforgettable experience was with Jimmy Martinez. "The Referral" was hoped to become a "drop in center" for ex-convicts. This assumption was somewhat naive because the years required for an organization to build credibility with the alienated sub-culture of the world of the prisoner had not yet been accrued. However, one afternoon Jimmy walked into "The Referral" saying he had been released from Leavenworth and needed a place to stay. Bending the rules, the Sullivans allowed him to sleep at "The Referral" and help in its operation.

For the next week, everyone was impressed with Jimmy as he answered the phone, sold bus tickets, and even did some work with the jail chaplain. At the same time, however, we began to notice a few pieces of furniture in "The Referral" missing. Also, Jimmy always seemed to need about \$15.00 to purchase a ladder for a paint job or acquire chauffeur's license to help drive the bus or other odd projects. By the end of the week, he was gone and only then was it discovered that Jimmy was a drug addict and "one of the best con men" in the game. The Sullivans lamented the waste of Jimmy's many talents and were determined to speak out even more for rehabilitative programs. Jimmy's effect did not end with his exodus and for the next few weeks people came by "The Referral" and asked when the bus was going to the Houston Astro's baseball game. It seems that Jimmy had sold tickets for an unscheduled trip.

Although the way to the Sullivan's approach toward community involvement in criminal justice reform was service, their goals had always been two-fold. They had in mind a structural change in criminal justice brought about by organized citizen concern. Their first effort at organizing was a quixotic write-in campaign for sheriff. Charles Sullivan was the candidate and his platform was reform of the local jail. Although he only received 1200 write-in votes they were able to politicize many of the families of prisoners.



Their next effort at systemic change has endured to this point. In December, 1972, the Texas Legislature prepared to convene for its biennial 140 day session, and the Sullivans started a lobby for criminal justice reform. CURE (Citizens United for Rehabilitation of Errants) became the name of their organization. The same buses that were making the trips to Huntsville were used to bring families to lobby at the Capitol in Austin, Texas.

Beginners luck was with them that first session, and CURE was successful in passing a bill to abolish the "building tender" system, wherein prisoners were given power by the prison administration over other prisoners. This was a significant move in an agriculturally based system such as the Texas Department of Corrections. Their political activities tended to deteriorate their relations with the state prison system. They began speaking out on other abuses in the system and as a prison official stated, "We liked them only when they ran the bus service."

Since CURE was initiated as a state-wide lobby, the decision was made to move the headquarters to the state capital, Austin, Texas in the summer of 1974. Families who had been very involved in the bus service were able to resume responsibility for its continued operation. Through developing transportation services in most of the major cities in Texas, the Sullivans have built up a network of state-wide contacts. A quarterly newsletter CURE was able to keep their friends and supporters posted on legislative issues and key votes of their legislators. From the state-wide list, CURE called for delegates to a constitutional convention in May, 1975 in order to formally organize. The following September, CURE's first annual people's convention was held with over 300 members participating.

Since January 2, 1972, it is estimated that CURE has been responsible for 20,000 visits to the Texas Department of Corrections and federal prisons. Most of the sponsoring organizations of these transportation services through-out the state are today connected with CURE in some way. As for correspondence, it is estimated that CURE has mailed out over 75,000 pieces of mail in the last five years. This includes 50,000 newsletters and 10,000 personal replies to prisoners. Although many of these

letters and newsletters ended up in "file 13" which is the warden's trash can, CURE still mailed them. Besides visits and letters, CURE has been responsible for about 50,000 phone calls. In other forms of communication, there have been three state conventions, tens of state and local meetings. It is estimated that these "get-togethers" involved about 2,500 people.

In all these estimates of 20,000 visits, 75,000 pieces of correspondence, 50,000 phone calls and 2,500 people involvement through meetings, we are not counting different persons in many instances. For example, some of the same people would ride the bus many times. In education on criminal justice reform in Texas, it is estimated that CURE has appeared in the media 2,000 times and has been responsible for over a hundred articles. These numbers are estimated in direct communication, but it is almost impossible to estimate the indirect benefits of these services. For example, how many deaths in prison and jail have been stopped through this communication? What about paroles being made through CURE? Most important, we cannot measure how much support we have all received in the struggle for criminal justice reform, how much consolation given to prisoners, or how many friendships have been made through this communication.

CURE has been responsible in part for a joint legislative study on prison reform, the appointment of the first Black and woman to the Board of Pardons and Parole, creation of commission on jail standards, development of a statewide probation system, and an "almost, but not quite" moratorium on prison construction in the state.

Although CURE can show very few concrete results in Texas Department of Corrections (TDC), there have been some triumphs. HB 1056 sponsored by Rep. Joe L. Hernandez, San Antonio, was signed into law back in June, 1973, was supposed to abolish the building tender system. This law states that no inmate can have disciplinary, supervisory or administrative power over another inmate. The enforcement of HB 1056 may yet happen through a federal court order since physical security is one of the five issues in the major lawsuit, Ruiz v Estelle, beginning next year in Judge William Wayne Justice's Court in Tyler.

Besides HB 1056 in 1973, CURE in 1975 lobbied successfully for an increase to \$200 in release money and HB 989 which put pressure on TDC to integrate the prison. This year in 1977, HB 144 was the most important bill affecting TDC. HB 144 creates a nine member Work-Furlough Commission based in Huntsville. This Commission in the next few years should expand the work release program from the present 50 prisoners to hundreds and possibly thousands. As the primary staff, the Sullivans' work during the session consisted of testifying before committees, calling chapters on weekends to pressure the legislators to vote in line with CURE's positions, and trying to stay "on top" of bills as they progressed through the legislative process.

Between legislative sessions CURE monitors and researches the various criminal justice agencies. Besides legislation affecting the state prison, CURE over the years has pressured TDC to change its visiting rules. When the bus services first started, visiting was only on Sunday for two hour slots. In those days also, prison units had totally different visiting rules. Although a few units still vary in the treatment of visitors, there have been changes in the visiting rules. TDC now has visiting from 7 a.m. to 7 p.m. on Saturday and Sunday. The Sullivans also try to visit and to report to each of the eight chapters. CURE headquarters provide a service to prisoners' families by being available to help on individual cases of parole by working with the central office of the parole board located in Austin.

Since the beginning CURE has tried to walk the tightrope of credibility both with the political establishment and with the world of the prisoners. Their greatest assets, perhaps, in this most controversial issue have been that 43 legislators out of 181 (over 20%) are listed as sponsoring public officials. On the other hand, the number of ex-offenders and families of prisoners in CURE's leadership has been the main reason for grass roots credibility. Not only does CURE have local chapters, but also it has pressured for inmate chapters in both state and federal prisons in Texas. Although they have been unsuccessful in establishing these chapters, CURE's belief is that the rehabilitative effect on the prisoner

of "seeing political system work" as well as valuable input to politicians on ways to stop crime have been major arguments to prison authorities. The prison's objections seem to be that an individual prisoner can write legislators now and an association of prisoners is not needed. Also, there is a fear that "militant" members will take over the chapter once it is established.

Besides chapters, CURE hopes to organize three special groups: (1) an ex-convict group that would seek federal funds for a number of activities; (2) a young attorneys and writ writers group that would be funded for lawsuits; and (3) the families of prisoners on death row.

In prison reform, CURE hopes to achieve the following: (1) a wage for prisoners (Texas is one of only three states that does not pay a wage); (2) removal of the most unqualified or ineffective officials in TDC; (3) mechanizing field work and doing away with stoop labor; (4) having some type of contact visiting; (5) a woman to be named to the Board of Correction and a woman as warden at the Goree Unit; (6) pressuring to place minorities in decision making positions.

In concluding this brief sketch, a mention should be made as to a seeming drawback which has been the chief, over-all reason for CURE's success. The subject is money and the lack of money of all things has been a tremendous asset rather than a liability. CURE as a lobby cannot receive grants, and finances for the organization have always been generated by the membership. Even prisoners (over 400 at this time) as members are asked for a yearly \$2.00 contribution. In 1976 CURE's budget was about \$10,000, with a third of that counted in donated services which included photography, printing, legal fees and car repair. One of the biggest reasons for this out pouring of generosity in contributions and volunteerism is that CURE's paid staff receives a subsistence wage of only \$5.00 per week with CURE covering all other living expenses. The effect of this grass root funding and support is that CURE has almost total freedom to speak out on any criminal justice issue with as much intensity as possible.

# THE CONSTITUTION OF CITIZENS UNITED FOR REHABILITATION OF ERRANTS

## PREAMBLE

We citizens in order to achieve a reduction of crime in our society through the Rehabilitation of Errants do hereby Unite behind this Constitution and the goals of this organization.

## ARTICLE I

### Goals

Crime can most effectively be diminished by providing errants with information on existing rehabilitative programs, by promoting the creation of additional rehabilitative programs, by developing correctional alternatives, by illustrating to errants that members of our society and government are concerned with their problems and by convincing errants that change can be more effectively accomplished through the exercise of their constitutional rights of free speech, freedom to associate, freedom to petition the government for a redress of grievances and other orderly activity rather than through crime and violence. To these ends Citizens United for the Rehabilitation of Errants establishes the following goals:

1. To provide channels into the political process for errants, former errants, the families of errants, and all citizens concerned with rehabilitative programs to reintegrate errants into a peaceful role in our society.
2. To provide errants whether incarcerated, or on parole or probation and their families and friends with their first amendment rights to associate and petition their government for a redress of grievances peacefully and through established democratic procedures.
3. To provide channels for errants whether incarcerated, or on parole or probation and their families and friends from persons involved with rehabilitative programs and the executive, legislative and judicial branches of our government.
4. To provide channels from persons in prison to the public and the government as to the conditions of life in prison so that the public and the government can make informed decisions on future correctional policies.
5. To establish chapters within the communities across the state to implement the goals of CURE.
6. To establish chapters within the prison system so that in the operation of the activities of these chapters, inmates can be exposed to the satisfaction of accomplishment and the resolution of their differences through debate and peaceful democratic processes.

## ARTICLE II

### State Chapter

#### Sec. 1. Board of Directors

- a. There shall be eleven members of the Board of Directors and the following ex-officio members: Executive Director, Administrator, Legal Counsel, Leader of each local chapter, Photographer and CURE's representative to any state agency or state-wide organization.
- b. The Board of Directors shall elect a Chairman, Vice-Chairman, and Secretary from among the members of the Board.
- c. Each member of the Board of Directors may designate an alternate within thirty days after election to Board of Directors whom the alternate was designated when such member of the Board of Directors is unable to exercise that authority.
- d. The Board of Directors shall hire and fire an executive director and determine the conditions of employment.
- e. The Board of Directors may set a uniform fee to be charged for membership in CURE.
- f. The Board of Directors shall meet at least every three months. A majority of the Board of Directors or their designated alternate shall constitute a quorum for the transaction of business.
- g. Any vacancy in the Board of Directors shall be filled by the designated alternate or if there is no alternate by the Board of Directors.
- h. The Board of Directors may compensate themselves for only their reasonable actual travel and lodging expenses in attending meetings of the Board except that an ex-officio member of the Board also serving as an officer or employee of CURE may be compensated as any other officer or employee.
- i. The Board of Directors shall establish by-laws for the operation of CURE and may amend said by-laws by majority vote of the total membership of the Board of Directors or the members may amend said by-laws at any meeting of the membership.
- j. The Board of Directors shall receive reports on activities of local and inmate chapters at each meeting.

Sec. 1. Board of Directors (contd)

- k. The Board of Directors shall set statewide policies and positions on matters relevant to the goals of CURE to be implemented by the Executive Director.

Sec. 2. Officers

- a. The Board of Directors shall hire an Executive Director.
- b. The Executive Director shall hire with the approval of the Board of Directors a staff including but not limited to an Administrator, a Legal Counsel and Photographer.
- c. The Executive Director shall have such authority and responsibility to other officers or employees of CURE.
- d. The Executive Director shall seek public officials and other responsible leaders approved by the Board of Directors as sponsors.

Sec. 3. Executive Committee

- a. The Executive Committee shall consist of the Chairman and two members of the Board of Directors elected by the Board.
- b. Whenever a decision required to be made of the Board of Directors is too urgent to wait until the next scheduled meeting of the Board of Directors, the Executive Director may act on a decision of a majority of the Executive Committee.
- c. Any action approved by a majority of the Executive Committee shall be deemed an action of the entire Board of Directors unless and until changed by a majority of the entire Board of Directors at the meeting following such action.

Sec. 4 Automatic Removal

- a. If any member of the Board of Directors is absent for three consecutive scheduled meetings of the Board of Directors and the alternate appointed to that place on the Board of Directors is absent at the same three meetings, said member is automatically removed from the Board of Directors and the vacancy created by said removal shall be filled as provided in Article II Section 1 (g) of this Constitution.

### ARTICLE III

#### Local Chapters

- a. Any two members may petition the Executive Director for creation of a local chapter of CURE. The Executive Director shall not approve more than one local chapter within each geographically cohesive area.
- b. All activities of local chapters must be consistent with the Constitution and by-laws of the state chapter. Each local chapter must obtain approval of the Executive Director before conducting any public activity in the name of CURE.
- c. The local chapter may elect a local board of directors who may employ a local executive director and staff.
- d. The local chapter may adopt a constitution and by-laws not inconsistent with the constitution and by-laws of the state chapter provided that any existing local organization performing functions not within the scope of CURE's activities may become a local chapter of CURE for the sole purpose of performing functions consistent with the activities of CURE.
- e. Any member or ex-officio member of the Board of Directors of the state chapter may attend any meeting of a local chapter.
- f. The Executive Director may terminate the existence of a local chapter for any action inconsistent with the constitution and by-laws of CURE taken in the name of CURE, provided that such termination shall not be effective until ratified by the Board of Directors.

### ARTICLE IV

#### Inmate Chapters

- a. Any two members who are incarcerated in the Texas Department of Corrections, a county or city jail in Texas or a federal correctional facility located in Texas or if located outside of Texas, having native Texans who are members, may petition the Executive Director for the creation of an inmate chapter. The Executive Director shall not approve more than one chapter per unit in the Texas Department of Corrections or more than one chapter per jail or federal facility.
- b. All activities of inmate chapters shall conform to the reasonable rules and regulations of the person in charge of the correctional facility.
- c. All activities of inmate chapters must be consistent with the constitution and by-laws of the state chapter. Each inmate chapter must obtain approval of the executive director before conducting any public activity in the name of CURE.



- d. The inmate chapter may adopt a constitution and by-laws not inconsistent with the constitution and by-laws of the state chapter provided that any existing inmate or organization performing functions not within the scope of CURE's activities may become an inmate chapter of CURE for the sole purpose of performing functions consistent with the activities of CURE.
- e. Any member or ex-officio member of the Board of Directors of the state chapter may attend any meeting of an inmate chapter unless that member poses a bona fide threat to prison security as reasonably determined by the person in charge of the correctional facility.

#### ARTICLE V

##### Membership

- a. Any person may become a member of CURE by paying the membership dues as provided in the by-laws.
- b. Each member present at any meeting shall have the right to cast one vote on all votes to be taken by the members.
- c. The Board of Directors shall call a meeting of the members at least once a year. The Executive Director shall give notice to each member of the time and place of each meeting of the members.
- d. Any member who moves to a different location may transfer his membership in a local or inmate chapter to the local or inmate chapter in existence at his or her new location and shall relinquish any office held at the local or inmate chapter from which he or she has transferred.

#### ARTICLE VI

##### Election of the Board of Directors

- Sec. 1.  
Any member may be nominated to be a member of the Board of Directors at the annual meeting of the members.
- Sec. 2.  
Each member may cast one vote for each place on the Board.
- Sec. 3.  
The nominee with the most votes for each place shall occupy that place on the Board of Directors of CURE.

#### ARTICLE VII

##### Amendments

- Sec. 1.  
This Constitution may be amended only by an affirmative vote of two-thirds of the members present and voting at a meeting of the membership.

BY-LAWS OF CITIZENS UNITED FOR REHABILITATION OF ERRANTS

ARTICLE I  
Meeting Procedure

Sec. 1.

Each state, local and inmate meeting shall be conducted under Robert's Rules of Order except where inconsistent with these by-laws.

ARTICLE II  
Powers and Authority of the Executive Director

Sec. 1.

The Executive Director shall:

- a. implement all policy decisions of the Board of Directors.
- b. coordinate the publishing and mailing of a newsletter to the members.
- c. enter into all contracts for CURE not inconsistent with a policy of the Board of Directors.
- d. approve or disapprove petitions for inmate or local chapters.
- e. receive dues and donations and register members.
- f. disburse funds for the benefit of CURE within the approved budget.
- g. do any other act required or authorized by the Board of Directors or the Constitution of CURE.

ARTICLE III  
Membership Dues

Sec. 1.

Membership dues are as follows:

- a. Two dollars for a Prisoner Membership.
- b. Five dollars for a Basic Membership.
- c. Ten dollars for a Family Membership provided only family members over 16 years old may vote.
- d. Twenty-five dollars for a Sustaining Membership.
- e. One hundred dollars for a Lifetime Membership.

Sec. 2.

The Basic Membership fee may be waived by the Executive Director upon determination that the person desiring membership is unable to pay the membership dues.

## ARTICLE IV

### Local and Inmate Meetings and Reports and Election of Board

#### Sec. 1.

Each local and inmate chapter shall make a reasonable effort to meet at least once every three months. Such meeting should be held at least one week prior to the meeting of the Board of Directors of the State Chapter. Such meetings shall be centered around discussing correctional related issues and determining courses of conduct within the democratic and political process to achieve those goals which the local or inmate chapter chooses to pursue (i.e. letter writing campaign, discussions with public officials or candidates for public office, debating positions on correctional issues, supporting or opposing political candidates because of correctional issues, etc.).

#### Sec. 2.

Each inmate and local chapter shall compile a report of its decisions and activities at the end of each meeting and transmit the report to the Executive Director for presentation at the next meeting of the Board of Directors of the State Chapter.

#### Sec. 3.

Four new members on the Board of Directors shall be filled by an election held at the first meeting of the membership. After the new members of the Board have been elected, members of the Board of Directors shall draw straws to determine which places on the Board of Directors they will occupy. Places 1, 2, 3, 4 on the Board of Directors shall be chosen by an election to be held at the next annual meeting of the membership and every third year thereafter. Persons to occupy places 5, 6, 7 on the Board of Directors shall be chosen by an election to be held at the third annual meeting of the membership and every third year thereafter. Persons to occupy places 8, 9, 10, 11 on the Board of Directors shall be chosen by an election to be held at the fourth annual meeting of the membership and every third year thereafter.

Corrections - Problem Identification Checklist  
U. S. Chamber of Commerce

Probation and Parole

1. Does the state, or the county, or the locality even have a probation system?
2. Where probation and parole do exist, do they have sufficient manpower and resources to provide any really meaningful rehabilitative treatment?
3. Are the type and extent of supervision geared to the individual needs of probationers and parolees?
4. Do the judges make adequate and intelligent use of probation, and do the parole boards use realistic criteria in making decisions for the release of prisoners?
5. Are parole and probation revocations arbitrary?
6. Are parolees and probationees informed in writing of conditions to which they must adhere?
7. Are probation and parole officers aware of the community resources available to the treatment of their clients, and do they make sufficient use of these?
8. Do the probation and parole officers have access to funds for the purchase of services - educational, training, employment placement, guidance, medical and psychological, etc. - for their clients?
9. Do the probation and parole officers really supervise their clients, or do they depend on a monthly checklist or letter?
10. Would an increased use of probation and parole, consistent with the public safety, reduce or eliminate the need for further institutional construction?



JUVENILE OFFENDERS

316



PROJECT BRIDGE - PORTLAND, OREGON

AFL-CIO/NCCD

Foster care is sometimes the only way a youngster can grow up in a helpful and loving environment. That's why Project Bridge, another effort of AFL-CIO Labor's Community Service Agency, is now seeking new foster homes from among its union members for children who cannot live with their own families.

Working with the Children's Services Division of Oregon and the Metropolitan Youth Commission of Portland and Multnomah County, Project Bridge is developing a willingness among union members to help hard-to-place youth. It has produced a guidance manual for the placement of children. It has recruited foster parents who are now being trained to receive the children and it has arranged for new foster homes to be certified by the state.

Project Bridge is also breaking new ground because it is seeking single persons as well as married couples to serve as foster parents.

Project Bridge will monitor the foster homes to maintain quality and will be supportive of the foster parents. It will also carry out an advocacy role for children and their foster parents.

"VOLUNTEER HOMES FOR STATUS OFFENDERS:  
AN ALTERNATIVE TO DETENTION"

Jane C. Latina, Volunteer Service  
Center Coordinator  
Jeffrey L. Schembera, Chief  
Bureau of Community Services  
Florida Division of Youth Services  
October, 1975

Estimates by the National Council on Crime and Delinquency, indicate that 100,000 youngsters under 18 will be held in correctional institutions by juvenile courts in 1975. Of these children, 23 percent of the boys and 70 percent of the girls will not be guilty of any crime for which an adult would be arrested or prosecuted.<sup>1</sup> Detained against their will, having committed no crime, and seldom dangerous to themselves or others, thousands of these young people flood our juvenile detention centers annually. The cost of feeding, clothing, housing and supervising these children in security facilities is tremendous (sometimes \$30.00 a day or more). The cost in terms of the potential negative impact on adolescents is beyond calculation.

Who are these young people and why are they incarcerated? They are status offenders; runaways, truants, and incorrigibles who for one reason or another must be temporarily removed from their homes by juvenile authorities. They fill our jails and detention centers because juvenile judges and other officials believe there is no other place to house them on a temporary basis.

Across the country, youth officials bemoan the practice of detaining status offenders in security facilities, yet the lack of alternative resources leaves them no option. To many, the situation seems hopeless and inevitable.

Faced with a similar challenge, Florida's Division of Youth Services has refused to knuckle under to the "inevitability" of locking up status offenders and have been developing alternatives. Florida's search for detention alternatives began early in 1974. At that time, detention con-



ditions in the sunshine State were about as bleak as anywhere else. Dangerous overcrowding, inadequate staffing, lack of therapeutic programming and indiscriminate mixing of status offenders with delinquents was common throughout the State.<sup>2</sup> In a one day detention survey conducted in 1974, it was found that 22.8 percent of all children detained in security facilities were status offenders.

Concerned with the results of this survey, Florida Youth Services officials began a determined search for alternative ways of housing the hundreds of status offenders who had to be temporarily removed from their own homes but did not really require security facilities. There were few options. The economic recession meant that new state tax dollars for any alternative detention programs were unlikely. Finally, in March of 1975 Youth Services officials settled on the one option available to them throughout the state ... Volunteer Homes. This innovative approach rejected the traditional stand that volunteers do not replace paid services. A national consultant on volunteerism doubted the volunteer bed program would work effectively but administration made the decision to "go".

The decision to go with the volunteer concept was not pulled out of the air. It was based on a highly successful pilot project that had been operating in the Tampa area for over a year.

#### THE TAMPA EXPERIENCE

The Tampa Volunteer Detention Project was born in January of 1974 out of an attempt by State Youth Services officials to relieve overcrowding at the Hillsborough County Detention Center, one of the State's largest facilities. To avoid a potential crisis, State administrators resolved to place, on an emergency basis, thirty (30) of the least dangerous detained youngsters with families in and around the Tampa area.<sup>3</sup>

Essentially, the structure of the Tampa volunteer program evolved over several months through trial and error. The concept was to place in the volunteer homes status offenders whose circumstances required a temporary stay and who were not considered serious security risks. Since this was as an emergency measure, there was little opportunity to systematically plan the volunteer program. Only the barest of procedures were in place

when the first group of 30 volunteer families were recruited from the Tampa community, screened, trained and certified to receive children.

Surprisingly, there were few major problems and most of the children housed in the volunteer homes adjusted exceedingly well. Division officials were so pleased with the initial results of the project, that it was continued as a regular component of the Tampa detention program. Thus, a project initially begun as an emergency measure to relieve dangerous overcrowding in one of the State's detention centers, was maintained on a regular basis.

#### THE BIG PUSH

This was far from the end of the story. Throughout 1974 and into early 1975, all of the State's twenty-two secure detention centers began to experience overcrowding with status offenders accounting for a large share of detained children. Analysis of statistical records revealed that 44.5 percent of all detention admissions had been status offenders.

In March of 1975, the decision was made to expand the Tampa pilot project to a statewide program. As a first step, Division of Youth Services staff who had worked with the Tampa program were asked to prepare guidelines which would direct the statewide operation. The most important ideas learned from the Tampa experience were as follows:

1. Establish the number of beds needed for such a program and then triple that number so there are always enough beds available without using any too often.
2. Plan on forty percent turnover rate per year of volunteers participating in the program.
3. Recruit families honestly. Explain the positive and negative aspects of the program.
4. Establish a definite plan for supervision of the families so they have the security of knowing that someone is always available if problems arise.

5. Screen and orient children carefully who are going into the program so they know what the program is about.
6. Make specific arrangements for liability insurance to cover the volunteers.
7. Establish a plan to provide emergency medical attention for children in the program.
8. Set up a clothes closet consisting of donated clothes to meet the needs of the children.
9. Prepare and give each child a personal kit including tooth brush, toothpaste, comb, deodorant, and soap so that the volunteer family does not have to purchase these items for each child placed. These items can be acquired as donations from local merchants.

After planning was completed, the wheels were set in motion to initiate the statewide volunteer home program.

An April 21 deadline was set to have enough beds available to begin placement of children in community homes. Staff projected that the statewide average daily number of children in the category of status offenders would be 282. Applying the three to one formula to insure that enough beds would be available, 852 volunteer beds were needed. An objective was set to have 282 beds available initially. The first objective of 282 beds by April 21 was met; the second objective of 852 was met on July 31, which was a month later than planned.

The success or failure of the program was dependent on the recruitment of volunteer families. Families recruited had to be involved with kids most of society had turned their backs on - children that families, schools, and churches could not reach.

What chance was there of finding people to take these children into their homes? Throughout the state groups of staff met to brainstorm recruiting ideas. Information was printed about the program which was helpful and lent credibility to the program. Ministers of all denominations were contacted. Each one was asked to identify five families in their

congregation that might participate in the program. Many of the ministers accompanied recruiters and introduced them to prospective volunteer families. This method of recruiting gained a number of volunteers and provided experience in recruiting families and selling the program. Other volunteer bed recruitment techniques developed were: contacting current volunteers with the agency, acquiring lists of volunteers from other organizations (Red Cross, Voluntary Action Centers, etc.), contacting community leaders, homeowners associations, and firemen. There was support by the media. Radio spots were done by newscaster Frank Blair and Comedian Jackie Gleason. Spot announcements were on television and human interest stories appeared in local newspapers and neighborhood shopping guides.

Personal contact was most effective in recruitment. Parents of probationers, past and present, were excellent resources, as were friends of staff. Quickly, newly recruited volunteers began referring families that were interested in the program. Speeches to clubs or small groups were not particularly effective, but contacting influential persons in clubs for specific names worked well. Being able to use that key person's name in the initial phase contact, often generated interest and paved the way for a personal visit. A primary goal of the recruiters was to sit down in the prospective volunteer's home to explain and discuss the program. At this point, honest salesmanship and community pride sold the program.

A program of this type can be destroyed if one family is abusive, physically or sexually, to a child. Therefore, much time and effort went into screening the homes to assure fitness for housing children. Initial screening was done by a home visit. The recruiter, through observation and conversation, learned about family interaction, emotional and financial stability, general attitudes and values, reasons for volunteering, family members in the home, physical setting, adequacy of space, health standards, and sanitation. The home visit gave the volunteer family an opportunity to discuss any questions they had and resolve any reservations about becoming involved. While in the home, the recruiter discussed the type of child the family wanted to take (age, sex, race, and any additional preferences), the times the home would be available to be called

(days, night, weekends, anytime), how often they wanted to take a child, whether or not they could provide transportation, and whether or not they felt comfortable in handling some specific types of children, i.e. the child who smokes, is a bedwetter, requires a special diet or regular medication, or is mildly retarded. The recruiter also made sure that each family had homeowner's insurance, automobile insurance, and valid driver's licenses.

In addition to this on-site screening, a police records check was made on each adult in the home and references were contacted. A decision was then made by the recruiter to accept or reject the family. If the family was accepted the recruiter scheduled an individual or group orientation session.

The orientation included information about the Division of Youth Services, details of how the program actually operated, what the responsibilities of the volunteer families and the Division were, how to handle emergencies, and discussion of any other pertinent information. Families had an opportunity to raise questions and discuss anything that might not have been covered. These sessions gave the recruiter and families an opportunity to become better acquainted and to finalize their decision.

Recruitment, screening, and orientation were in-depth processes, requiring approximately eight hours per family. This expenditure of time was a valuable asset because the families were carefully selected and well-oriented to the program and to the children.

Supervision of the homes and length of the child's stay had been troublesome aspects of the pilot project in Tampa. In order to avoid these problems, responsibility for supervision of volunteer homes was assigned to line Youth Services staff. Staff who had initial contact with a child having committed a status offense and needing temporary lodging were responsible for the following:

1. Placing the child in one of the beds available, taking into consideration preferences of the volunteer home with regard to sex, age, and race.
2. Scheduling the detention hearing within 48 hours just as if the child were in secure detention.

3. Providing for contacts with the volunteer home at least once a day in order to monitor the situation while a child was in the home.
4. Immediately beginning work towards returning the child home or moving the child to a permanent placement within ten days.

In order to insure proper supervision of the volunteer home by Youth Services staff and supervision of the child by volunteer parents the following terms were agreed upon in a contract signed by staff and volunteer houseparents:

1. The maximum length of stay for the child named is to be \_\_\_ days. The Division, through its agent, will be responsible for moving as quickly as possible to find a more permanent placement for the youth or return him to his home as appropriate.
2. The Division of Youth Services' personnel agree to provide at least one contact with the non-secure detention home parents per day.
3. That transportation to the home will be provided if necessary by the Division through its agent.
4. That emergency medical care will be provided and paid for upon approval by the Division if necessary.
5. That the Division, through its agent, and/or the non-secure detention home parent named herein, will provide written notification of intent to terminate at least one week prior to discontinuing participation in the program.

#### IT WORKS

Based on the Pilot Project in Tampa, the probability of success in the volunteer home program was high. However, staff was still concerned about runaways being placed in a situation where they could run at any time, the number of people who would take these children into their homes, and thefts by the status offenders. These and other fears were alleviated by the results of a study of the volunteer program over a four and a half

month period.

Analysis of the data revealed a 13 percent turnover of volunteer homes (Table 1), which was expected based on the predicted 40 percent turnover rate per year or 3.33 percent per month; however, an interesting side benefit was that a number of the homes terminating were lost to paid programs within the agency. In addition, other families withdrew from the program to accept custody, through the court, of children placed in their home. Even though they are no longer volunteer homes, they continue to be involved.

TABLE I  
Availability of Volunteer Homes\*  
STUDY I  
March 15 - July 31, 1975

Total Beds Available Between March 15 - July 31	-----	852
Beds Available July 31	-----	738
Terminations Between March 15 - July 31	-----	113
Turnover Rate	-----	13%

\* One volunteer home may provide several beds at a time.

Florida officials were surprised by the extent that volunteer homes were utilized (Table 2) and the savings incurred. If, for instance, the homes which provided food, shelter, and supervision for 1,181 children over a period of four and one half months had been paid a minimum of eight dollars per day, it would have cost the State \$60,048.00 to operate the program. When compared to the potential cost of holding these children in secure detention at \$30.00 a day, the cost benefit in addition to the positive impact on children was significant.

TABLE 2  
Utilization of Volunteer Homes  
STUDY I  
March 15 - July 31, 1975

Number of Children Placed in Volunteer Homes -----	1,181
Number of Days Utilized -----	7,506
Average Length of Stay (Days per child) -----	6.4

Few families had any serious behavior problems develop even though they were prepared for this possibility. Acceptance by the families made the children responsive and eager to please. There were a few incidents where the child caused damage to the home of the volunteer family. However, the major financial loss by families was phone bills caused by children making long distance calls. In most instances, arrangements were made for the child to repay the family. Several thefts occurred, but as the data indicates, most of these items were returned.

The 5.6 percent runaway rate (Table 3) is impossible to compare since there are no other known comparable programs. However, since many of the children placed in volunteer beds are chronic runaways (one girls had run away 15 times before coming into the volunteer program), indications seem to be that 5.6 percent is a very low runaway rate.

TABLE 3  
 Inappropriate Behavior by Children Placed in Volunteer Homes  
 STUDY I  
 March 15 - July 31, 1975

Number of Children Who Ran Away From Volunteer Homes -----	67
Runaway Rate -----	5.6%
Number of Children Who Stole Property From Volunteer Homes -----	18
Theft Rate -----	1.5%
Cost of Thefts During Period Studies -----	\$5,981.87
Amount Returned -----	\$4,050.85

Partially based on the results of this program, the Florida Legislature recently passed legislation which removed the category of status offenders from delinquency status. Housing status offenders in detention centers was made illegal on July 1, 1975 thus affirming the administrative decision



which was effected over two months earlier.

For years professionals in juvenile justice systems have wrung their hands over what to do with status offenders. Now, a viable alternative to housing status offenders in jails and detention centers is available - the volunteer home. This program has proven successful in the State of Florida, both for the children involved and the taxpayers. Volunteer families provide the food, shelter, and supervision so the child can remain in the community rather than end up in secure detention. Families who volunteer for this program are a cross-section of the community. The one common denominator is a concern for today's teenagers and a willingness to become involved in improving their situation.

#### SUMMARY

Analysis of detention patterns revealed that approximately 44.5 percent of the children being admitted to detention in Florida were status offenders not requiring secure detention but needing temporary shelter and supervision. Continuing to house them in secure detention facilities was damaging to the child and costly to the taxpayer. Alternative placements needed to be developed for the status offender. The solution to the problem was to develop a volunteer program that would provide temporary (up to two weeks) placement for these children.

Initial staff and community resistance had to be overcome through an honest and open educational process. As the program has proven its worth, its use has increased and the need for additional homes grows. Some of the homes have been lost to paid programs and others have been given custody of the children by the Juvenile Court. Thus it is necessary to constantly recruit new homes.

Since the program began, status offenders have been phased out of secure detention entirely and it has been proven that these youngsters do not need to be locked up. Children in volunteer homes have received good care and supervision and have not presented any major problems within the community. The runaway rate for 1,181 children placed in this program during a four and one half month survey period was 5.6 percent.

Since the program is strictly volunteer, families receive no money. They have all extended themselves far beyond their original commitment to the agency and the children have responded to the warmth and acceptance, usually leaving the home with better self-images and a desire to improve their behavior. Children are able to avoid the stigma and exposure to hardened delinquents that result from placement in secure detention. Instead of learning criminality, they learn there are adults who care enough to help them. This one lesson may be the most important long-term effect that placement in a volunteer home has on a child.

ANALYSIS OF YOUTH SERVICES VOLUNTEER CRISIS  
BED PROGRAM BY DISTRICT

Time Frame - 1 year (March 1, 1975 to March 1, 1976)

District	Average # Crisis Beds Available	Child Care Days In Beds Used	Cost Benefit
I	68.4	3,073	\$ 24,584.00
II	101.4	6,945.5	55,564.00
III	57.6	756	6,048.00
IV	85.5	2,961	23,688.00
V	88.3	2,287	18,196.00
VI	51.9	2,116	16,928.00
VII	75.2	2,163	17,304.00
VIII	45.9	649	5,192.00
IX	49.2	1,730	13,840.00
X	6.1	167	1,336.00
XI	<u>5.7</u>	<u>15</u>	<u>120.00</u>
TOTALS	635.3	22,862.5	\$182,800.00

Cost benefits were derived by computing the cost of Home Detention Child care of \$8.00 per day.

COMPARISON OF VOLUNTEER AND PAID BEDS

TABLE I  
Availability\*  
Study I

	Volunteer Beds	Paid Beds
Total Beds Available During Period Studied	851	175
Beds Available at End of Period Studied	738	162
Terminations During Period Studied	113	13
Turnover Rate	13%	8%

TABLE II  
Utilization of Beds\*  
Study I

	Volunteer Beds	Paid Beds
Number of Children Placed	1,181	1,585
Number of Days Utilized	7,506	16,565
Average Length of Stay (Days per child)	6.4	10.4

TABLE III

Inappropriate Behavior by Children Placed in Beds\*  
Study I

	Volunteer Beds	Paid Beds
Number of Children Who Ran Away	67	84
Runaway Rate	5.6%	5.3%
Number of Children Who Stole Property	18	12
Theft Rate	1.5%	.7%
Cost of Thefts During Period Studied	\$5,981.87	- - -
Amount Returned	\$4,050.85	- - -

TABLE IV  
Cost Effectiveness \*\*

	Volunteer ***	Paid****
	Beds	Beds
Cost per day	\$4.75	\$13.42

- \* Volunteer bed data was collected from March 15 - July 31, 1975.  
Paid bed data was collected from April 1 - June 30, 1975.  
Volunteer beds housed status offenders and a limited number of alleged delinquent children while paid beds housed alleged delinquent children.
- \*\* Volunteer bed cost data was collected from March 15 - December 31, 1975.  
Paid bed cost data was collected from July 1, 1974 - June 30, 1975.
- \*\*\* Through an analysis of time spent in recruiting, screening and orienting families who provide a volunteer bed, it was determined that it takes approximately 8 hours to accomplish these duties. Administrative costs are included in this figure.
- \*\*\*\*This is based on the standard \$8.00 per day that a family receives plus administrative costs.

#### ENDNOTES

<sup>1</sup>National Council on Crime and Delinquency, "Fact Sheet #2", April 10, 1975.

<sup>2</sup>On December 31, 1973 the Florida Division of Youth Services assumed complete responsibility for the funding and operation of all juvenile detention centers within the State.

<sup>3</sup>Prior to January 1974, volunteers working in other capacities with the Division had demonstrated their dependability and ability to tackle tough jobs. Consequently, there was little reluctance on the part of Division Administrators to try them as shelter parents.

THE FOSTER HOME:  
A TEMPORARY PLACE OF REFUGE

The Problem:

Each year, over 400,000 boys and girls are detained by the court, pending disposition of their cases. These are youngsters who have been accused of delinquent acts, many of a minor nature.

Not only delinquent, but dependent and neglected children are incarcerated in some jails, detention homes, or juvenile halls. Even if each detention home were ideally constructed and could provide children with diagnostic, educational and recreation services, holding them with "sophisticated" delinquents is one of the worst things that could happen to them. Unfortunately, many detention homes are far from ideal and are often overcrowded.

Over 100,000 youngsters of all ages are held in jails or police lock-ups. Although every effort is made to isolate children from adult inmates, this is not always possible. Beatings, homosexual attacks, and other assaults are not uncommon in many jails due to the lack of supervision and enforced idleness.

The Task:

For many delinquent youngsters, neither the jail nor the detention home is appropriate. They need a refuge from unfortunate home experiences. They need temporary substitute parents with understanding, patience and skill.

Subsidized foster homes, on a short-term basis, are urgently needed for children who must be removed from their homes temporarily but who do not require secure custody. These may be "difficult" youngsters nobody wants. But foster homes can prevent those with problems from falling into a pattern of delinquent behavior. The right foster home can effect a turning point in a young life.

Whom to Contact:

Consult your juvenile or family court judge, or chief probation officer to see what kinds of homes are needed for children.

THE VOLUNTEER PROBATION COUNSELOR PROGRAM  
LINCOLN, NEBRASKA

Richard Ku  
with the assistance of  
Richard Moore and Keith Griffiths

The use of volunteers to support the efforts of salaried correctional personnel has become an increasingly common practice, enthusiastically endorsed by probation agency administrators. In recent years, rising probation caseloads and costs, combined with a growing awareness of the necessity for citizen participation in correctional activities, have stimulated a renewed dependence on the employment of community volunteers in probation.

Volunteers in court settings have become more prevalent in the past 15 years. Several worthwhile projects have been undertaken during this time and exhibit a variety of approaches dealing with different types of offenders. The use of volunteers has been well documented and several "manuals" exist for initiating, implementing, and operating programs of this type. This document attempts to supplement the literature on volunteer work in probation by abstracting the essential elements and philosophy of the Lincoln program--a program which has demonstrated measurable success in working with high-risk probationers. Here, the routine use of professional psychological services in the assessment of probationer needs, the selection of volunteers, and the matching of volunteers to probationers are seen as unique program features.

#### The Lincoln Approach

The Volunteer Probation Counselor Program is an integral part of general probation programming of the Lincoln-Lancaster Municipal Court. In general, probation is intended as a structured and intensive learning experience for the probationer, designed to inhibit or "unlearn" maladaptive behavior patterns which have developed as a result of the probationer's past history of rewards and punishment. Direct intervention is provided through probation programming, which includes supervision by probation staff, court-conducted educational classes, and one-to-one counseling relationships.



Following a guilty finding for a misdemeanor, sentencing may be deferred by the judge, pending the outcome of a pre-sentence investigation. The purpose of the pre-sentence investigation is to determine the offender's suitability for probation, to identify the offender's needs and problems, and to specify a risk-level, which reflects the offender's likelihood of committing additional crimes. Only those offenders designated "high-risk" are considered for assignment to a volunteer counselor, since the assignment of "low-risk" individuals would result in the inefficient use of volunteers. The probationary period is one year for high-risk offenders. Counseling by probation staff, and participation in court-conducted educational classes, account for most of the activity during the first two months. It is at this point that assignments are made to volunteer counselors for the remainder of the probationary period.

The underlying philosophy of the Lincoln Volunteer Probation Counselor Program is that certain misdemeanor offenders can derive benefit from one-to-one counseling relationships with carefully selected and trained citizen volunteers. Many youthful misdemeanor offenders (ages 16 - 25) commit additional criminal offenses because they are poorly prepared for a responsible and productive adult life. By exhibiting a genuine interest in the youth's needs and problems, a volunteer counselor can redirect a youth's energies toward a more acceptable path to maturity.

Probationers remain under the supervision of the Probation Office of the Municipal Court after having been placed on probation. However, for those assigned to one-to-one relationships with volunteers, primary contact is in a community-based environment. The thrust of the program is to utilize the humanitarian concerns of ordinary citizens to the benefit of young people who have diverged from the norm in attaining adulthood.

Counseling assignments are based on some common-sense notions. First is the observation that offenders are not all alike. The reasons for their being delinquent, their interpersonal needs, and the kinds of help they require to make a more adequate community adjustment differ from one offender to another. Second is the well-documented assumption that very few volunteers will relate well to all types of offenders.

Volunteers possess different capabilities for helping offenders. Some they can help and others they cannot. The basic idea is to match certain kinds of delinquents with certain kinds of volunteers so that the needs of the probationer are met by the capabilities and interests of the volunteer. Both must be comfortable in the matched arrangement. Four categories of probationer needs have been used in Lincoln to guide assignment of probationers to volunteer counselors. Approximately 65 percent need *a suitable adult model*; 20 percent need *primary counseling*; 10 percent need *a friend/companion*; and 5 percent need *considerable direct supervision*.

The Lincoln program consists of four key components. *Probation staff* conduct comprehensive pre-sentence investigations on each offender from which a determination may be made as to suitability for probation and eventual assignment to a volunteer counselor. Staff are also responsible for the supervision of volunteers and are available to assist volunteers during times of crises in counseling relationships. In addition to these program-related duties, probation staff carry regular probation caseloads, and each staff member is responsible for an educational program: driver education, alcohol/drug abuse, and the volunteer counselor program.

The input of *a professional psychologist* is critical to the philosophy of the Lincoln program. This individual is responsible for the psychological assessments of probationers and volunteer applicants, the matching of probationers and volunteers, and the training of volunteers in counseling skills. Although these basic services could be obtained under contract with a consultant, there are several advantages of having a full-time position. Individual counseling and therapy, group and family counseling, and in-service training for probation staff can supplement regular probation programming and volunteer counseling. Moreover, great familiarity and understanding of the unique demands of working with offender populations which would be gained by a full-time psychologist (possibly even carrying a small caseload) would enhance a program's overall effectiveness.

The third key component of the Lincoln program is the *volunteer coordinator*. In Lincoln, the volunteer coordinator is a probation staff member who also carries a caseload. However, a full-time position is recommended during the early stages of a program. The duties of the volunteer coordinator are multi-faceted and highly complex. Examples of these duties are given below:

- . Recruiting volunteer applicants;
- . Reviewing volunteer applications and conducting interviews
- . Participating in matching decisions;
- . Managing logistical problems in assigning volunteers to probationers;
- . Reviewing monthly progress reports from volunteers;
- . Establishing and maintaining channels of communication between volunteers and probation staff.

The *volunteers* themselves constitute the fourth key program component. They perform a variety of different functions within the Lincoln program. Volunteer specialists contribute to educational classes, help with employment and educational development, assist in public relations, and prepare a monthly newsletter which is distributed to other volunteers and staff. Some in-office clerical duties are also handled by volunteers. Volunteers have filled the role of featured speakers in educational classes or as group leaders in small group counseling. Most volunteers are utilized in one-to-one counseling relationships.

Two approaches are used to supervise volunteers. In the first, the volunteer coordinator assumes total responsibility for all activities of the volunteers, and probation staff relate directly to the volunteer coordinators in dealing with any problems which may occur with the volunteer. In the second approach, volunteers are assigned to work with individual staff members. Thus each probation staff member supervises a group of volunteers, with support from the volunteer coordinator. As a general rule, a maximum of 20 volunteer counselors is supervised by one staff member.

### The Volunteer-Probationer Relationship

Interaction between the volunteer and the probationer is an essential condition for a change process. A major assumption of the Lincoln Program is that the volunteer and the probationer must meet together on a regular basis before a relationship can be established and a potential for change exists. That is, a genuine impact is made by the volunteer which results in a general improvement to the probationer's life, as well as avoidance of further contact with the criminal justice system.

The average volunteer-probationer relationship lasts about 10 months. During that period, regular meetings are held about three times a month (not counting special meetings caused by emergency or personal crisis). Meetings tend to be on a weekly basis during the initial stages of the relationship and were less frequent as the probationary year progressed.

The volunteer-probationer relationship was found to be remarkably different from traditional counseling relationships. Volunteers do not spend all their time sitting around and talking with their probationers. Rather, they take an active interest in building a relationship based upon sharing of pleasurable experiences and serious problem-solving.

Employment and educational problems were the most frequently reported concerns of probationers. In about one of every five relationships, volunteers actually arranged employment for probationers. Also, volunteers assisted with financial problems by obtaining aid through outside agencies in about 20 percent of the cases. About one-half of the volunteers dealt with at least one significant educational problem. For example, volunteers arranged for special classes and tutoring, assisted in planning for future education, and intervened in behalf of the probationer with school officials.

In addition, volunteers engaged in a variety of recreational activities with probationers. Significant amounts of time were spent in spectator sports and other leisure activities.

Nine important characteristics of the way in which volunteers relate to probationers have been gleaned from the Lincoln experience:

- . Meets regularly with probationer;
- . Liked as a person by probationer;
- . Contacts community agencies on behalf of probationer;
- . Participates in planned activities with probationer;
- . Sensitive to expressed needs of probationer;
- . Available during emergencies;
  
- . Accurate perception of personality and attitudes of probationer;
- . Submits regular monthly progress reports;
- . Cooperates with probation staff.

The task of identifying a single type of individual or single set of personality characteristics associated with success as a volunteer probation counselor is not likely to meet with much success. Because the youthful offenders differ considerably, it seems only reasonable to expect different types of volunteer probation counselors to be needed. Each of the four different types of relationships between offenders and volunteers has somewhat different role demands, and different types of people are required.

Screening procedures in the Municipal Court's Volunteer Probation Counselor Program are very stringent. If serious questions arise about the ability of the volunteer applicant, he or she is likely to be removed from the program. Consequently, it can be said that volunteer probation counselors represent a relatively select group of individuals. Most volunteer applicants complete a personality inventory before assignment to a probationer. An overall profile, constructed from mean scores on each of several scales, all of which were somewhat above average, indicated that the volunteers could be described as enterprising, fluent and persuasive, self-confident, dependable, tolerant and accepting of others, flexible in thought, and willing to accept new and different ideas.

A 1972 study of the Program's effectiveness produced highly favorable results of comparisons between high-risk probationers who were assigned to volunteers and probationers who proceeded through regular probation programming. Statistically significant differences were found between

the two groups in the number of new offenses committed during the probationary year, as well as in the seriousness of those offenses. Even more striking differences occur if the year prior to probation is compared to the probationary year for the two groups. Reductions were found in all offense categories for volunteer program participants, with an overall percentage reduction of 62 percent. In contrast, the group in regular probation had an overall reduction in offenses of 11 percent, which included increases in theft-related, anti-social, and minor traffic offenses. In general, volunteer counseling relationships are "successful" in about 3 of 4 cases.

#### Statistical Profile of Probationers

The average probationer caseload is about 200, half of whom are in the high-risk category. The average age of the probationer population is about 19 years, and about 90 percent are male (although there is an increasing trend in the number of female offenders). Data from the 1972 study suggest that offenses committed by high risk probationers break down approximately as follows:

Theft-related	10%
Anti-social behavior	16%
Alcohol/Drug	22%
Major traffic	35%
Minor traffic	17%

Psychological testing indicates that the personality characteristics of the high-risk population are remarkably similar to inmate populations in California and delinquency-prone youth in other jurisdictions.

#### Statistical Profile of Volunteers

During the past eight years, 336 citizens from the Lincoln community have served as volunteer counselors for 472 high-risk offenders. Approximately 80 volunteers are currently associated with the program. Volunteers have ranged in age from 18 to 69 years, with the average being about 17 years. About 60 percent were men, and about 60 percent of the volunteers were married. Thirty-nine percent had previous counseling experience, formal training, or work experience with other community

service agencies, sometimes in a volunteer role. Twenty-one percent expressed an interest in a counseling career. The average educational level was a little over 14 years. Over 90 percent of the volunteers expressed a religious affiliation.

Volunteer probation counselors come from all walks of life and socioeconomic levels in the community. Blue collar workers, professors, housewives, plumbers, attorneys, college students, and retirees have served as volunteer counselors. About 70 percent of the volunteers who are assigned to counsel a probationer agree to be reassigned. Because of the care taken in recruiting and screening applicants, the number of volunteers who must be dismissed is minimal. The major loss in volunteers is caused by persons moving from the community.

#### PROGRAM PROCEDURES

##### Assessment

The assessment of a probationer's needs begins with the presentence investigation. It is a critical element of the volunteer probation counselor program. With respect to the program, the presentence investigation serves two major purposes: to determine the offender's suitability for a probationary relationship with a volunteer; and to identify, at a high level of detail, the offender's needs and problems, for later "matching" with a volunteer.

The major components of the presentence investigations are as follows:

- . Interviews with the offender, family members, and persons in the community who are acquainted with the offender. A Defendant Information Form is used to gather a considerable amount of data pertaining to the individual's personal history, employment and educational experience, finances, social involvement, and personality.

- . Psychological and intelligence tests. A sentence completion test and the California Psychological Inventory are used to supplement the evaluation of the defendant by the Court Psychologist. These tests pertain to personality traits, intelligence capacity, use of alcohol or drugs, and societal adjustment and attitudes. In addition, the Shipley Institute of Living Scale (Vocabulary and Abstraction Tests) is administered to refine the assessment of intelligence capacity.
- . Examination of prior criminal record, including juvenile arrests.

A presentence investigation report is then prepared for the judge's approval. This report summarizes the findings of the presentence investigation and provides recommendations as to the terms of probation.

High-risk offenders are identified on the basis of several of the following characteristics:

- . Significant mental or emotional problems;
- . Anti-social attitudes;
- . Relatively unstable family or living environment;
- . Situational pressure or stress;
- . Relatively limited personal assets;
- . Numerous prior criminal offenses.

Probation terms for high-risk offenders include one-year probation; written essays on topics related to the offense; court-conducted educational classes/regular meetings with volunteer probation counselor; and monthly reports about educational and employment activities. Other special terms of probation included are based on the needs of individual offenders.

On the basis of the presentence investigation, interviews with the offender, and the interpretation of the psychological tests, the high-risk offenders who are considered amenable to assignment to a volunteer



are further classified according to their needs:

- . Suitable Adult Model     The probationer lacks a suitable adult model with whom he can identify. The youth needs assistance in planning for the future and clarifying his role in the community. By far the greatest number of probationers fall into this category--about 65 percent.
- . Friend-Companion        Some probationers are unable to relate well to older volunteers. Often the youthful offender is rebelling against the family and/or community. A crucial need is for a dependable friend who he or she can trust. Approximately 10 percent of the probationers fall into this category.
- . Supervision             A small proportion (about 5%) of probationers are persons with very limited personal assets. A basic goal is to maintain their functioning in the community outside of an institution. They need assistance with very basic skills in living, such as managing finances, obtaining and keeping employment, and finding suitable recreational outlets.
- . Primary Counseling      The probationer has personal and/or emotional problems which can be aided by talking about them. He is verbal with some insight into himself and the causes of his problems. Furthermore, the youth experiences relief through talking and may be able to make some changes in himself by talking through the problems. Roughly 20 percent of probationers have this need.

#### Orientation, Assignment and Counseling

The emphasis on responsibility-taking begins with the Order of Probation, which is a written contract signed by both the judge and the offender. The judge advises the defendant of the specific, individualized probation program, and the offender makes the voluntary choice of accepting the terms of probation, or rejecting probation and receiving punishment. If the offender accepts the terms of probation, both the

judge and he sign the Order of Probation.

This approach places the burden of decision-making on the offender. The opportunity to make decisions has much appeal to an offender whose rebellious and nonconforming behavior is motivated by a striving for independence as well as the self-satisfaction of being in a position to exercise some control over what happens to him. It is noted that less mature offenders tend to perceive probation as an easy alternative to punishment, rarely bothering to pay much attention to the specific terms of probation.

Staff counselor and probationer begin meeting within a week after the probation hearing. Three to five weekly meetings are usually necessary to clarify terms of probation, communicate expectations, and deal with any existing crisis situations. A written essay is assigned and discussed with the probationer. The probationer is enrolled in one of the educational classes as soon as possible. The staff counselor gains additional impressions about the kind of volunteer probation counselor who should be assigned to the probationer.

The staff counselor provides a model for mature problem-solving and makes it clear that the probationer will have to abide by the probation program. However, if the probationer does not succeed, the opportunity to sit down and talk about the situation and suggest possible solutions and alternatives is available. Most high-risk offenders are confident of success, usually because they do not see any problems with their behavior, and agree readily to abide by the probation terms. The individual is given the chance to prove that successful probation can be achieved, rather than being threatened by an authority figure. By accepting and respecting the offender, an important foundation is made for dealing with future problems.

The counseling relationship is the most significant element of the program because more immediate attention to individual needs is possible, and the amount of direct contact with the individual offender is greater. The change process through counseling is predicated upon two assumptions: (a) that continuing contact facilitates the development of trust and greater acceptance of useful advice from the counselor; and (b) that the

most significant change will occur during periods of crisis where motivation to change is maximized.

The crisis intervention model of behavior change assumes that motivation for change in behavior is present only intermittently and for a short period of time, usually four to six weeks. When external or internal pressures produce emotional discomfort, a probationer is motivated to reduce the emotional stress. The volunteer counselors are trained in crisis intervention techniques in order to recognize the feeling of the probationer and deal with them; to identify precipitating factors and behavior used to cope with these feelings; to seek alternative ways to react to or solve problems; to persuade the probationer to initiate new and more effective means of coping; and to reinforce newly-learned and more acceptable behavior.

It has been observed that the time taken for arrest, conviction, and probation may be a significant inducement for the change process, particularly if the case is processed rapidly (in less than four to six weeks). In order to take advantage of the motivation for change induced by this crisis situation, the individual should be assigned to probation programming as soon as possible. If a delay occurs, the individual is likely to be exposed to the same family and peer pressures which have contributed to the maladaptive behavior, making change more difficult to achieve.

Two basic learning tasks are impressed upon probationers during counseling. One deals with assuming responsibility for one's self and behavior, a necessary condition for a satisfactory participation in society. Many offenders avoid responsibility-taking by blaming bad luck, fate, authority, or other persons for the personal problems. Some youthful offenders shirk responsibility in order to behave immaturely and engage in pleasure-seeking behavior. Many times the offender will engage in risk-taking or adventurous behavior with little regard for the consequences, including possible harm to other people. The offender must learn to accept responsibility for his acts, especially the effect on other persons. If the individual does not accept responsibility, he cannot control his own behavior and cannot be expected to

initiate meaningful change in himself. Before the individual can derive self-satisfaction for meaningful change in his behavior, he must feel responsible for what he has done. Responsibility-taking is a necessary condition for setting goals, taking the initiative, following through, and accepting consequences for behavior, both rewards and punishments.

A realistic understanding of one's self and life situation is another essential condition for successful participation in the community. Low self-esteem, often caused by poor child-rearing practices or continued failure in experiences with societal expectations (at school or on the job) prevent the individual from looking at himself realistically and objectively. The person remains severely handicapped because he cannot accurately perceive his own abilities and cannot assess his impact upon other persons in interpersonal relationships. Some youthful offenders exaggerate their own self worth and often engage in grandiose schemes which show little common sense, poor judgement, or no planning ahead. Other offenders develop an attitude of resignation, based upon both fear of failure and fear of success. The insecure offender feels threatened by goal-setting since he has typically failed in the past. He has either experienced punishment for failure, or has not been rewarded for success.

Self-doubt, expectation of rejection from others, and fear of punishment are typical attitudes which produce feelings of distrust and resentment toward other people and society. The individual may resort to manipulation and exploitation of others as a way to protect himself from perceived threatening surroundings. A basic lack of trust in others is prominent. If the individual can develop a sense of trust in others, a valuable mode for modifying faulty perceptions and expectations will be present. Some degree of realistic self-worth must exist before the individual can risk experimenting with alternative and more effective behavior. When a person is able to perceive himself (especially his feelings, needs, and expectations) more realistically, he is able to perceive where he stands with respect to society. Only then can he begin to learn how to satisfy himself in socially approved ways.

## VOLUNTEER SELECTION AND SUPERVISION

One of the key features of the Lincoln Volunteer Probation Counselor Program is the care taken in selecting volunteers. The selection process begins at the recruiting stage and continues through the screening procedures, followed by evaluation of volunteer performance to determine whether reassignment is desirable. There is a great temptation for programs to use the "shotgun" approach in soliciting volunteer workers, probably a result of the feeling that any kind of assistance is better than none. The Lincoln approach contradicts this theory, and the outcomes of the Lincoln program attest to the benefits which stem from careful selection of volunteer participants.

### Recruitment

Some communities have a history of "volunteer spirit" to fill many different kinds of needs. In these communities, finding enough bodies for a volunteer probation counselor program should not be difficult, and the emphasis should be on selective recruiting.

Volunteer "bureaus" are likely to be found in areas having a high degree of volunteer spirit. Such bureaus serve as "brokers" in providing volunteers for hospitals, the mentally retarded, the physically handicapped, and otherwise underprivileged persons. These bureaus generally screen all of their applicants as to general qualifications and are therefore an excellent source. Contacts with volunteer bureaus can be made directly.

Churches and religious organizations are a second source of volunteers. Here, the initial contact can be made with ministers, rabbis, and other congregation leaders to determine whether there is sufficient interest and time. The program can be described at church meetings and the name of a program person to contact can be made available at this time. With the cautionary note to avoid selecting individuals who are solely motivated by their religious affiliations, religious organizations can generally provide an excellent source of volunteers.

A third source of volunteers is graduate students in communities in which universities are located nearby. Graduate students in social and educational psychology and other types of social work can gain useful experience working with probationers in a volunteer relationship, and this can bring counseling skills to the program which would not be present in "lay" counselors. Talking to graduate classes, posting notices on bulletin boards, and obtaining the interest and support of the graduate faculty are three means of tapping this source of volunteers. In some cases, course credit can be offered to certain graduate students for program participation.

Although age and maturity are constraints, the use of undergraduate students in a volunteer probation counselor program is a possibility. However, with some exceptions, the Lincoln program reports that undergraduate students lack the ability to maintain a sufficiently high level of motivation and interest to be successful volunteer counselors. This is not surprising in view of the fact that, in contrast to graduate students, undergraduates generally do not focus on one area of study and are involved in many different types of extra-curricular activities.

Community service groups offer yet another source of volunteers. Leaders of such groups are often community leaders, and their support for the program can provide a large network of communication to disseminate information about the program. If it can be arranged, program personnel should try to be present at meetings of these organizations to describe the program in some detail in an informal talk. This format enables interested parties to respond immediately, perhaps even receiving an application form. Questions about the program can also be answered at such meetings.

Retired persons also make excellent volunteers, particularly where the assets of patience and "wisdom of age" are desired. Working with youthful offenders enables older volunteers to keep up with the problems of youth and to feel that they can still contribute to the well-being of the community. Some jurisdictions may have organizations and associations of retired persons which can be tapped for volunteers. Where these

do not exist, the best approach to attract these individuals to the program is through word-of-mouth.

Professional organizations, representing occupations such as teachers, accountants, businessmen, and social workers can be approached to recruit volunteers. These persons may be particularly suited for "volunteer specialist" roles such as job and educational development, where a full counseling relationship is not required. Additionally, their time may be sought to perform clerical and other office tasks which would not involve a major commitment to counseling. Blue-collar workers often make excellent volunteers. Service station personnel, construction workers, and bus drivers are examples of possible sources which may be tapped directly, or with the assistance of labor unions.

Many volunteer candidates are likely to be referred by program staff and court personnel. In particular, judges are excellent recruiters, and they lend much respect to a program, especially during its formative stages.

As a supplement to each of the sources discussed, individual word-of-mouth is an indispensable means of recruiting volunteers. Communication about a program between friends and acquaintances will virtually assure a continual source of volunteer applicants.

### Screening and Selection of Volunteers

A successful volunteer program requires an adequate supply of volunteer workers. In general, it may be said that it is not difficult in most communities to attract a pool of applicants. In this section the aim will be to describe the procedures for screening, selecting and assessing the qualifications of volunteers, as a basis for matching volunteers with probationers.

#### Screening

One of the key elements in a successful volunteer program is the care taken in screening volunteer applicants. An intensive, multiple screening process is recommended. In Lincoln, screening consists of four stages: the application form, an interview with the Volunteer Coordinator, psychological testing, and performance during training.

One might ask if volunteers will be discouraged by intensive screening. The Lincoln experience indicates that most mature volunteers react favorably to careful and rigorous selection procedures. Mature persons appreciate an organized and efficient program that is willing to spend extra time and take great care in the selection process. The greater the amount of effort required of the individual in order to get into the program, the more likely he or she is to remain committed to the program. There is honor and prestige associated with being selected to serve as a volunteer probation counselor. Rigorous screening procedures are very useful in screening out less reliable individuals.

#### The Application Form

The application form seeks information of the following types:

- . Age, occupation, biographical information;
- . Community affiliations and social organizations;
- . Prior experience working with young people;
- . Prior experience in a counseling role or as a volunteer with another agency;
- . Three personal references;
- . Future plans, especially with regard to how long the applicant plans to remain in the community;
- . Family situation, marital status;
- . Attitude toward probation, the law, and deviant behavior;
- . Reason or motivation for volunteering;
- . Sensitivity to personality characteristics and needs of this age group;
- . Commitment to serving for a period of one year working for at least one hour a week on behalf of offenders assigned by the court.

#### The Interview

The next step is an interview with the Volunteer Coordinator. The applicant sends in the completed application form and asks for an interview. The staff person reviews the application and prepares for the interview by noting any topics which need clarification. At this face-to-face meeting the Volunteer Coordinator has the oppor-



tunity to form an impression about the personality characteristics of the volunteer. The Coordinator assesses such qualities as the following:

- . Warmth, openness, and acceptance vs. coolness, aloofness, and closed-mindedness,
- . Self-confidence, maturity vs. uncertainty, insecurity,
- . The individual's ability to handle anxiety,

and should seek answers to questions such as:

- . Does the individual appear to be overly talkative and hyperactive or very passive and shy?
- . Is the applicant overly contrite, pleasing, and obedient?
- . What does the person do if the Volunteer Coordinator disagrees with the applicant? Does the person become hostile, critical, threatened?
- . Is the individual flexible in thought, alert mentally, spontaneous, and able to think on his feet?
- . Does he appear to have good practical judgement?
- . What kinds of attitudes and opinions does he express toward punishment?
- . How does the person react to deviant or unacceptable behavior?
- . Will the applicant be able to continue to communicate acceptance and feel comfortable working with the youthful offender even when the offender does not cooperate and often rejects advice?

By the end of the interview, the staff person has a reasonably good idea about whether to exclude the person immediately from the program or to pass him to the next stage. If it seems unlikely the person will be a suitable volunteer probation counselor, the Volunteer Coordinator will discuss other possible roles within the program.

Persons who are accepted at this stage as applicants for the program are advised when the next training series for volunteer probation counselors will be held. They are given a fictional case history in the form of a presentence investigation and a series of study questions. The individuals are asked to look over the information and formulate

answers to questions in preparation for the training series.

#### Psychological Evaluation

A paper and pencil personality inventory which requires between 45 and 60 minutes to complete is routinely administered to volunteer applicants. This is the same test administered to defendants in the pre-sentence investigation. Brief inspection of the resulting test profile by a qualified psychologist will detect gross distortions of personality and provide other relevant information about personality functioning. The psychological test requires a little staff time and provides valuable information not only for the selection process but also for the process of matching volunteer with probationer.

The role of psychological testing in the selection procedure should not be underestimated. It is a much needed supplement to the interviewing process as a means of making sound decisions about personality characteristics and the possibilities for being successful in a counseling role. Because the volunteer program must select and recruit a variety of different kinds of persons with many different kinds of backgrounds, it is almost inevitable that some problems and limitations will result if only staff interviewing is used for selection. A much sounder approach is to utilize multiple sources of information in order to provide a better overall perspective and more objective information on personality characteristics associated with responsibility-taking, self control, tolerance, flexibility, self-acceptance, and social poise.

#### Performance During Training

The fourth and last stage in the screening process is the applicant's performance during training. After the individual has successfully passed through the interview and psychological testing phase, his or her performance in the training series is carefully assessed. The general demeanor of the person in group situations is noted by professional staff. Modes of interacting with other volunteers and staff persons are also observed. Staff are better able to get a feeling for the way the real person comes across through their contacts with the person in the training series. Some areas of interest include whether the individual exercises a leadership role in small groups. Does the person tolerate

disagreements from others? Will the person become defensive if a suggestion of his is rejected? Or, will the person appear to be hurt? Will the person continue to push a point of view even to the extent that other people are becoming noticeably offended? Does the behavior indicate that his thinking is on the rigid and not very flexible side? Will the individual accept new and different ideas? Does the individual seem to grasp essential features of the instructional material? How well does the person respond to the demands in the role playing situation?

### Selection

The screening process provides the necessary information to make sound judgements on the selection of probation counselors. In summary, those selected are capable people who meet certain minimal standards. They are dependable, responsible, conscientious, and honest. They maintain a productive and stable role in the community. They possess good common sense and practical judgement. As individuals, they are secure in their own identity. They are likeable, able to get along with probation staff, and possess a minimal level of interpersonal skills. Following are some of the most common reasons for excluding individuals from the role of volunteer:

- . Dishonesty in completing application form;
- . Prior criminal offense record, unless the individual is rehabilitated through the probation program;
- . Presence of mental and/or emotional problems;
- . Poor personal stability, including: marginal members of the community who suddenly develop an interest in counseling others even though their own long-term adjustment to the community has been poor; persons experiencing a temporary personal crisis or significant change in life situation, such as going through a divorce;
- . Inability to make a commitment for one full year, with the exception of some college students who may be able to work during the academic school year;

- . Joiners: individuals who belong to many different community organizations but rarely bother to contribute much to any given one;
- . Inappropriate motivation which stems from: personal whim, a desire to reduce boredom, a willingness to be recruited as a personal favor to a friend rather than to any commitment to the program, an axe to grind, or a desire to punish wrongdoers;
- . Persons associated with the criminal justice system, including police officers, attorneys, etc. are rarely able to function very successfully as counselors. The offender typically perceives these individuals as authority figures and has an extremely difficult time forming a relationship based on trust. However, these individuals may give great assistance with educational classes or in other roles. Also, prominent members of the community are often asked to become volunteer probation counselors. They will often accept the invitation and be genuinely motivated to do a good job as a counselor. Unfortunately, these individuals may be involved with many different kinds of activities so that they simply do not have enough time to be effective as volunteer counselors. Although they probably make a conscientious effort, conflicts in scheduling results in missed appointments or inability to deal with personal crisis when needed.

#### Assessment of Volunteer Qualifications

As a result of the four-stage screening process a significant amount of data are obtained about the volunteer which are essential in making a suitable match with an offender. Certain obvious demographic data concerning age, occupational status, ethnic status and interests are available. Interests, hobbies and recreational likes and dislikes are known. Personal characteristics such as patience, dedication, and resourcefulness can be assessed, as can interpersonal sensitivity,

counseling skill and professional training in counseling. Finally, a great deal is known about personality features and capabilities for relating to different types of probationers.

### Supervision

Joint meetings between the Volunteer Coordinator and probation staff are necessary in order to clarify realistic expectations for the relationships. After the volunteer counselor has been assigned, the staff member generally does not interfere or meet with the offender. If emergencies or crises occur, the staff member should talk first with the volunteer and try to have the volunteer deal with the situation. If this is not possible, then the staff person will intervene.

Three progress meetings between staff and volunteers are scheduled during the probationary year. These meetings occur after four weeks, about six months, and about one month or less before the end of the probationary period. The staff member receives monthly progress reports and occasionally talks with the volunteer probation counselor. Most of the intensive contact occurs early in the probationary period, until the relationship has been stabilized.

Part of the role of the Volunteer Coordinator is to determine whether the volunteers are getting constructive supervision by the staff. If problems arise with the staff persons, the Volunteer Coordinator meets with the individual involved to help clarify and resolve any problems. The sensitivity and interpersonal skills of the Volunteer Coordinator are called into play to deal with the situational problems tactfully.

Matching meetings are held, in which all staff members participate. All staff members' contributions and suggestions are elicited and are given careful consideration in matching volunteers to probationers. This reinforces and rewards the staff for participating in the programming and provides further opportunity for the resolution of conflicts and problems with particular volunteers.

Two basic approaches to staff caseload assignment exist. In one, all probation staff have some paper caseloads, most of whom work directly with volunteers. Using this approach, the staff member who is responsible for

that case works with the volunteer probation counselor assigned to that case as necessary. This involvement of all the probation staff with volunteers leaves the Volunteer Coordinator free to shift between working with groups of volunteer counselors, attending to other programmatic activities, and dealing with any conflicts or problems between staff and volunteer counselors. The other alternative is for the Volunteer Coordinator to have primary responsibility for working directly with all volunteers and probationers, leaving less time for involvement with other probation activities. The choice depends primarily on whether staff persons are able to work effectively with volunteers in a supervisory capacity. If not, then the Volunteer Coordinator should probably assume the supervisory role over all volunteers.

If volunteer counselors work with individual staff, several factors should be considered. Neophyte staff members are likely to be uncertain of their role and somewhat insecure. It is well worth the time and effort to make certain that veteran volunteer counselors are assigned to work with the new staff person. The experienced and capable volunteer probation counselor is very willing to assist new staff and help orient the individual to the role. As a result, the staff person will learn to appreciate the volunteer and to understand the volunteer's strengths.

If all staff are experienced, it is desirable to have a certain balance with respect to the persons assigned to each staff member. Thus, experienced counselors should probably be divided equally among staff. Some staff resent having to spend much extra time with newly trained volunteer counselors and begin to resent other staff who have a caseload made up of volunteers who will require very little attention. The best combination finds each staff member assigned a few excellent counselors, several veteran or experienced counselors, some borderline counselors, and a few newly trained volunteers.

Several guidelines have been developed by the Lincoln program regarding staff who may find difficulty working with volunteers. If the characteristics described below can be identified by staff before a program is implemented, measures can be taken to minimize problems once the program begins.

. Some staff may see punishment as a way of dealing with deviant behavior. Persons who perceive their role as authoritarian fit into this group. Often the individual is very talented and has many years of experience working with offender populations, but the kinds of experiences they have had may lead them to expect the worst from most offenders. Furthermore, the staff person comes by his perceptions and biases honestly, i.e., they've seen so many criminals that they have a certain point of view which cannot be overcome. This individual feels that strict terms of probation and punishment through revocation are most likely to be effective in meaningful change. This philosophy is contradictory to that of a successful volunteer probation counselor program.

. Unless a staff person has some rudimentary knowledge of basic concepts in counseling, the needed sensitivity towards the volunteer or supervision for the counseling relationship is not likely to be present.

. The staff person needs to be open minded and able to see some value in different approaches to handling probationers. The rigid person often refuses to accept new ideas and valuable contributions from the volunteer who brings a different perspective to the working situation.

. The staff person who is insecure in his or her own personal identity or whose role is poorly defined, is likely to have a very difficult time determining where the staff role ends and that of the volunteer begins. Consequently, there is a struggle between them in deciding who should perform which functions. The insecure staff person is simply preoccupied with so many duties as to be unable to devote needed time to work effectively with volunteers.

. Unless the staff person has some sensitivity to the kinds of personal needs and behavior patterns of younger persons, judgment of progress in volunteer counseling relationships will be difficult.

The Volunteer Coordinator needs to be familiar with the perception by other staff members of the volunteer counselors and the modes of relating to the volunteers used by different staff people, since the way the staff person perceives the volunteer is a major factor influencing the volunteer's performance. Insecure staff members often perceive the volunteer as a threat: if the lay volunteer can do as well or better than the staff member, the staff member may see himself or herself as expendable. Another temptation of the staff is to perceive the volunteers as a luxury, not to be taken seriously. This attitude must be overcome for the program to be successful. It is most desirable to have staff perceive volunteers as assets, friends, colleagues, and accord them equal status and respect for the uniqueness of their role and contribution to the program.

#### Evaluation of Volunteer Performance

One of the important components of managing a volunteer probation counselor program is the evaluation of each volunteer's performance. For new volunteers, this is done to determine whether the assignment to a probationer was suitable and to identify serious problems which may require termination of the relationship or dismissal of the volunteer. Experienced volunteers should be evaluated to ensure their continued motivation and to determine whether they have become too lax or casual in their relationships. Evaluation of volunteer performance in the aggregate can enable program management to refine its screening, selection, and training procedures.

Although the screening, selection, training, and matching procedures recommended in this manual will minimize the chance that misdirected or misinformed volunteers will be selected for the program and assigned to a relationship with a probationer, this may nevertheless occur occasionally; otherwise evaluation of volunteer performance would be unnecessary, and only a minor supervisory effort would be needed. It should be emphasized, however, that every effort should be made to maintain a match, as long as the needs of the probationer are being met. Each



relationship can expect difficult periods and crises, and in one sense, the absence of these may suggest that the relationship is not progressing, and change is not occurring. Thus care must be taken not to terminate a relationship on the basis of temporary setbacks.

Several checkpoints exist to evaluate volunteers' performance. One very important criterion is the regular submission of monthly progress reports on the probationer, particularly for the newer volunteers. This can indicate a high level of interest and conscientiousness on the part of the volunteer, both factors being important to the relationship. The occasional failure of an experienced volunteer to submit a monthly written report is no particular cause for alarm, however.

Another important element in the evaluation of volunteers' performance is the manner in which problem and crisis situations are handled. The inexperienced volunteer should generally seek the assistance of a staff member in handling serious problems, such as rearrest, reports of further criminal activity, or severe domestic or family problems. The experienced volunteer is better equipped to handle these kinds of situations alone, although the real criterion for judging any volunteer's performance is based on the volunteer's recognition of situations which require professional intervention.

A third evaluative criterion is the extent to which a volunteer interacts with other volunteers in sharing ideas and problems. The periodic volunteer seminars are designed for this purpose and should be attended by both experienced and novice volunteers. Interaction and cooperation with probation staff is also important to the performance of volunteers. For example, advice on the availability and use of other community resources on behalf of the probationer should be sought in most cases; probation staff represent an excellent source of information about other agencies which may fulfill certain probationer needs.

In addition to the possibility of an incorrect assessment of a volunteer's suitability to the program, events may occur in the volunteer's private life which may adversely affect the relationship with a probationer. Domestic problems, the loss of a job, or job

pressures may cause the volunteer to give a lower priority to the probationer relationship, resulting in missed meetings and anxiety in those meetings which do take place.

Conversely, the probationer's suitability to the program may have been incorrectly assessed. An incorrigible youth will not respond to any relationship. However, the program philosophy and procedures are designed under the assumption that youth who can benefit from a relationship with a volunteer counselor will be identified. Thus, although cases may occur in which failure in the relationship result despite the best efforts of the volunteer, these are likely to be rare.

If an unfavorable evaluation of a volunteer's performance occurs, three basic options exist:

- . The volunteer is terminated from the program;
- . The volunteer remains in the pool, but is reassigned to non-counseling duties;
- . The volunteer remains in the pool and is reassigned at some later date.

The first option is exercised in severe situations which occur with relative infrequency. The second option is almost tantamount to the first, but it provides a gentler way of removing someone from the program. In some instances, the volunteer may graciously accept a less prestigious assignment such as a non-counseling job. The third option--reassignment at a later date--would generally be exercised if there were a temporary interruption in the volunteer's ability to serve as a counselor, but the basic desirable qualities remain. Dismissal in this case would result in the loss of a potentially valuable asset to the program.

It is important to point out that the needs of the probationer are paramount in any decision regarding reassignment or dismissal of a volunteer. If the probationer is highly motivated and desirous of a relationship, every effort should be made to improve the relationship prior to taking action. If another volunteer is available and can be suitably matched with the probationer, this may be the best course of action.

Whether another volunteer is assigned of course depends on the length of time remaining on the probationary period. Discussions with the Volunteer Coordinator or staff are undertaken by the probationer to resolve this issue.

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THE PROBATION AIDE:  
HELPING YOUTH IN TROUBLE

National Council On  
Crime and Delinquency

The Problem:

Good Probation services are one of the most useful techniques in diverting from further crime youngsters who have tangled with the law.

Regrettably, there are not enough probation officers available to provide effective service. Caseloads average well over 100 per officer—far in excess of recommended standards. Many courts have no probation services. Social work schools are incapable of producing enough trained probation workers to fill the gap.

Citizens can help by assisting the probation department of the family or juvenile court. A case in point: in all of Holland, there are only 400 probation officers. But for each professional, there are 20 volunteers—citizens who recognize the need for helping youth in trouble.

The Task:

Many delinquent boys and girls have not had stable family lives. They have not come into contact with adults who were able to give them supervision, affection, guidance, and morale boosting support. Such youngsters need the supportive aid of a friendly, interested adult to whom they can talk without fear.

Men and women, who are mature and understanding, can aid over-worked officers able to give only scant attention to these young people.

Many family and juvenile courts would welcome volunteer help from civic-minded organizations. Undoubtedly, a large percentage of your organization's members are parents who have had the experience of bringing up their own youngsters.

They can serve by devoting a number of hours each month to seeing—and helping—a young boy or girl.

**CONTINUED**

**4 OF 5**

Use the Rod and Spoil The Child. That's the reverse of the old saying, "Spare the rod and spoil the child." But according to research by Dr. Ralph S. Welsh of Bridgeport, Conn., it is also the truer statement. He examined the upbringing of young criminals brought into a Connecticut juvenile court. They came not from permissive homes, but rather from homes in which severe parental punishment was practiced.

There even was a marked correlation between the nature of the youngster's crimes and the nature of punishment meted out to them by their parents in their formative years. The most aggressive crimes were committed by juveniles whose parents had beaten them with belts and boards and other objects for the slightest wrong doing. The youngsters who committed less aggressive crimes, such as running away or misbehaving in school, had been punished by their parents, but in less brutalizing ways.

Why does the old idea of beating a child into good behavior fail to work? When you punish a child physically or even verbally, you enrage him. He doesn't concentrate on changing his behavior, but rather on hating you - and himself. He wants to get even, but he is small and defenseless so the only way he has of getting revenge is by being bad.

Parents who teach hatred and brutality through their methods of punishment are rearing children who will apply these lessons to others in the future.

(Chicago Tribune)

56123

VOLUNTEERS ... ADULT AND YOUTH ...

BRING A FRESH DIMENSION

\*Mary Lilly Sage  
Volunteer Coordinator  
Training School for Boys, Skillman  
Division of Correction and Parole

It is odd the manner in which fate plays an important role in our lives! Why do we say this? No one could have foreseen on that day on December 22, 1968, when the first delivery of Christmas presents was made to the School for the few boys then in residence, that almost three years later, the volunteer program would have enrolled the services of 1050 - clocking 19,496 hours - in one year alone - July 1, 1970, through June 30, 1971. On the other hand, we could not fail, as Dr. Alfred B. Vuocolo, Superintendent, has from the beginning stated the philosophy that "Rehabilitative activities are quite meaningless unless they are consciously geared toward the post-institutional future that awaits the child. This demands not only preparing the boy for the path ahead, but also some changing of the path itself insofar as is practicable. The staff is expected to constructively identify and merge family and societal strengths for the boy to better obtain social viability. It also means that the institution must be oriented outward and consider itself part of the broader community. It is expected that the Training School will be an open institution providing citizens with an opportunity for service and itself serving the surrounding community. We look to numerous programs with extensive interaction between the School and society ... and the heavy involvement of

\*Skillman is fortunate indeed to have the services of Mrs. Sage whose background in education and the social services, as well as her concern for people, make her a unique Volunteer. A former school teacher, she has also done extensive volunteer work for the Red Cross, and later served as Executive Director and Director of Red Cross Youth in Princeton, until her retirement from that position in 1969. As this report indicates, she has certainly not retired from public service.

We underscore the statement of Dr. Alfred Vuocolo, Training School Superintendent, that "A very special note of recognition is due to Mrs. Geoffrey Sage for all of her efforts on behalf of the Training School through her completely voluntary service as Coordinator of Volunteers."



volunteers. Fundamental to this approach is the clear demonstration to the boy that his fellow citizens are not hostile toward him and, by the example of help and understanding, symbolize the forces of society which are interested not in avenging delinquent acts but in preventing them."

Even more fundamental is his concept that the problem child is "the product and responsibility of the community and society at large" and, considering this as our basic objective, we set about to organize a volunteer program that would provide meaningful participation in all the service areas of the School by volunteers of all ages, with varied economic, cultural and social status, and with different skills, abilities and training. Here was the opportunity to make maximum use of our human potential and resources. Dr. Vuocolo and his Staff had established the need for a volunteer program, so necessary steps were to be found to structure a sound program and effectively utilize the services of the persons - "people who CARE" - so they can see the School as a place to make an important contribution to mankind through volunteering.

Mr. Gary J. Hilton, Sr., Assistant Superintendent, organized a volunteer Council in January, 1969 (the School opened December 9, 1968), made up of people who had shown an interest in the School. From January, 1969, we met monthly, discussing the "use of volunteers," and in September, 1969, the Office of Volunteers was established or rather officially became identified as a part of the whole School program, under the guidance of a Volunteer Coordinator. We were on our way, bringing a freshness and a variety of approaches and experiences to correctional work which may be more difficult for those within the system to generate. We haven't read the textbook and we are not encumbered by experience! However, we studied carefully the organizational structure, the philosophy of the School, the areas in which we could meet the need, and recognized the importance of having all programs and services of volunteers approved by the respective Heads of Departments. Volunteer services vary from relatively simple ones to ones that require professional training. But whichever - individual or group participation - every volunteer receives orientation covering the history of the School, the

child served by the School, a tour of the School, a review of its philosophy, and specific training for the area in which he or she will be performing service. We have "Staff-Volunteers" working side by side with "Civilian-Volunteers." The Volunteer Coordinator is responsible to the Assistant Superintendent, and co-chairs with him the Staff-Volunteer Committee which meets once a month. The Volunteer Coordinator also serves as Supervisor of all Volunteers. EVERY volunteer program is cleared and approved by the respective Head of each Department. We have received tremendous support from EVERY Staff member, and to this we can attribute the success of the Volunteer program.

The State of New Jersey is "Our Community," and we have endeavored to interest folks far away as well as near at home. The N.J. State Federation of Women's Clubs has adopted as a State project support of the Volunteer Program at the School. The N.J. State Federation of Garden Clubs, the Princeton Soroptimist Club, the Princeton Woman's Club, the Hopewell Valley Woman's College Club, the Montgomery Woman's Club, and the American Businessmen's Association have adopted us as their annual project. Financial support of the volunteer office is presently maintained by special contributions - to name a few: 92 patrons for Achievement Award Day (the volunteer office underwrote the monetary and the gift awards); Princeton University Chapel presented a Sunday morning collection; David R. Sarnoff Laboratories, a Holiday Card Fund to underwrite a radio system on campus; a benefit by the American Association of University Women; a gift from the Church Council of Women of Pennington; a gift from the Rider College Faculty Wives; a gift from the Women's Auxiliary, Lions Club of Princeton; a gift from the Mercer County Educational Secretaries Association, the Monmouth Legal Secretaries Association, plus countless numbers of individual contributions. Particular mention is made of the "behind the scenes" programs which require financial support, such as, a Birthday Cake for every boy; schools from all over the State who fill the 200 Christmas stockings, provide the candy for the "200" Easter baskets ... the eight-foot and four-foot artificial Christmas trees for each cottage, the Chapel, the Dining Area, the Music Room, the Professional Service

Department, and the Library, and a 27-inch tree for every classroom, plus 67 pairs of skates, books for the cottages, games for use in recreation ... baseball equipment ... and special treats of box lunches to take on a trip, knitted afghans for the beds in one cottage, knitted beanies to cover the ears, draw strings bags for carry-alls, jigsaw puzzles, the playground equipment by the New Jersey State Federation of Women's Clubs and the sound-proofing and wall-to-wall carpeting of the Music Room by the Princeton Soroptimist Club. We feel certain we have forgotten other projects!

Meeting the needs, which means giving supportive help to the professional staff for the child who finds himself rejected, unwanted, not loved or cared for, has been a real challenge. Service is operating in the areas listed below.

**PROFESSIONAL SERVICES:** Family visiting - requested by the Social Worker. A boy becomes the friend of a family, who take him off-campus for a day, or overnight. The Social Worker gives a permission slip, indicating the time he is picked-up and returned. All regulations of the School are abided by. The families vary from those with seven children to those with no children, and those unmarried. A boy continues with his family until he is paroled, or some other event may terminate the relationship. The Family decides the frequency of the visits, as some boys may also be visiting their own home.

**EDUCATION DEPARTMENT:** Tutoring on an individual basis. Certified teachers do remedial reading and remedial arithmetic. Instructional assistants work with the Classroom Teacher. Youth serve during the summer. Specially qualified volunteers serve in the Art and the Music Departments. We have two volunteers who visit twice a week to teach piano, and one volunteer who works specifically in ceramics. Also, special trips are arranged such as visits to research laboratories, fire departments, first aid squads, dairies, police departments, etc.

**COTTAGE LIFE:** A cottage is adopted by a group. Assignments to the cottages are approved by the Supervisor of Cottage Life, based on the constellation of the group. Visits vary - monthly, semi-monthly, to weekly - or for those groups some distance away, perhaps four times a year. Constellation of groups vary - all college male, college male and female, teenage male and female, all adult, young adults, male and female. The cottage group listing show: Youth Fellowship, Red Cross Youth, Girl Scouts, Boy Scouts, 4-H Club, Rainbow Girls, DeMolay Boys, Adult Church Groups, College Groups, High School Groups, Private School Groups, Women's Club Groups, and Catholic Youth Adult Groups. Activities include baseball, basketball, games, arts and crafts, making cookies, making ice cream, kite making, etc.

**SPECIAL PROJECTS:** Volunteers work with a group of boys chosen by the School in Arts and Crafts Projects, including Halloween decorations, Thanksgiving and Christmas projects to take home, and an Easter Egg Tree for the School. For the Community, last year we decorated and made the decorations for an eight-foot artificial tree for the Princeton Public Library, and this year we are doing a four-foot tree for the Governor's Mansion at Morven. Through the Music Department, with the help of volunteers, we sang Christmas Carols in a Nursing Home and decorated the Pediatrics Ward of a local Hospital. A volunteer working with a group of boys, made the banners for the Chapel, and a special program was arranged by our School Chaplains for presentation of the banners, in which the boys participated.

**CLUBS:** The Botany Club had eight members and has completed the planting around the front of the Administration Building and the Gymnasium. This volunteer was a horticulturist with the New Jersey Turnpike. The Cooking Club has five members meeting weekly either at the School or the leader's private home. She has taken them to the 4-H Fair in Somerville. The Negro Airmen's International Club has 13 members. The Airmen had their first meeting with the boys on July 21, 1971, and will meet twice a month. All members of this club are qualified airmen, and some of them are taking their private plane from Newark or other airports, flying to the Princeton air-

port in order to get to the School for the meeting time of 7:30 p.m. A Vacation Bible School, was organized by our Reverend John Painter. There are 12 boys meeting every Tuesday and Thursday evening at the School. They hope to continue through the fall and winter months. The Leader is a volunteer from the Kingston Presbyterian Church, Kingston, New Jersey. Not under the Office of Volunteers, but organized by the Assistant Superintendent, and having volunteer leadership is the new group of Boy Scouts.

RECREATION: The Supervisor of Recreation and the Volunteer Coordinator meet on a weekly basis to coordinate the volunteer visits with the School's recreational program. This alleviates overlapping, and we have the support of professional staff when a group visits the gymnasium or the swimming pool area. The volunteers have also supported the recreational department through monetary contributions. We are in the throes, presently, of planning an African Dance team to present a program for the School.

VOLUNTEER COORDINATOR: We understand our position at the School. The task of the coordinator is a complex one, in that she must deal with a multitude of levels of organization. The job should begin with leadership ... we must try at all times to extract the best qualities of the volunteers and to elevate them to their maximum capabilities. We must do the job of training ... and we must do the job of supervising the volunteers ... we must even be alert to good public relations ... we must earn the trust of the Staff and the Volunteer ... and we must, above all, "learn to work with people"! We do not have "Written job titles or job descriptions" as such ... but, we all get along together!

As evidence of this on May 6, 1970, Dr. Vuocolo wrote "Within (its) brief history, a tradition of citizen involvement has already become ingrained and volunteer service is an essential element in the School's program. The response from the community has been overwhelming and on a scale that is unprecedented - at least for a correctional facility. It has been very heartwarming to witness the expenditure of time, energy and resources that have been made by so many organizations, including youth groups, on

behalf of the children who have been committed to our care. We prefer to think of our volunteers not as guests - but as co-workers in an organic partnership with the Training School staff to achieve the goals of restoring the boy to the community better equipped for constructive citizenship. No institution staff - no matter how numerous, proficient or talented - can perform this task alone. What is particularly noteworthy is that the volunteer assistance has been offered so massively, creatively and freely and is of the self-giving type. Almost all are involved in supplying a personal contact for the boys and this is most vital if the youngster needs to learn - quite literally - to be a person. The presence of volunteers also has an inestimable impact on staff morale and effectiveness. All of us employed here thank them for their genuine interest, their zeal and their many courtesies and labors while joining directly in the task of salvaging our mutual client, the delinquent boy."

The Training School for Boys, Skillman is New Jersey's newest residential facility for delinquent youth. Funds for its establishment were included in the 1964 Bond Issue for institutional construction.

The School is located adjacent to the New Jersey Negro-Psychiatric Institute and accepts preteen boys who have been adjudicated delinquent by the County Juvenile Courts and committed to the Training School for Boys, Jamesburg. Its campus is located on some seventy-five acres and includes a Central Services Building, Chapel, a heating plant and twelve cottage living units. The design provides an environment for 190 boys that approximates community living in many respects. Education is the main activity of the boys and the academic program operates on a fully day, year-round basis for all residents.

Delinquents are environmentally and/or psychologically disturbed with considerable overlap between the two typologies. With the preadolescent, removal from the home to a correctional institution by the court most often means that even a higher order of disturbance is present, usually evidenced by severe social, emotional and educational disadvantage. Prior to the opening of the Training School this age group was received at the Training School for Boys, Jamesburg, because of its previous obligation to so wide an age range.

The School's basic objective is to return the child to society with a greater potential for constructive adaptation in the community. Primary program goals are oriented toward evaluation, to discover and meet the needs

of the boys; remedial activity, to increase skills, eliminate deficiencies, and create positive attitudes toward others, and social planning, aimed at placement of each boy in an appropriate positive environment upon release. Methods for fulfilling these goals involve clinical studies; positive management of boys in a relatively controlled environment; special education; group and individual therapy; providing opportunities for healthy relationships with adults; constructive engagement of family and community resources and continuous measurement and assessment of institutional programs. A secondary purpose of the school is to provide a resource for university-based training programs in various professions.

SUGGESTIONS FOR VOLUNTEERS  
THE TRAINING SCHOOL FOR BOYS, SKILLMAN, NEW JERSEY

COTTAGE LIFE: Adult, college and youth participate in the cottage life program. During the fiscal year ... July 1, 1975 and June 30, 1974 ... 1092 visits were made ... every cottage receiving visits. The visits occur on a monthly, twice a month, and a weekly schedule. Every group adheres to the schedule ... (the first Wednesday, the second Tuesday, weekly every Wednesday) UNLESS for some reason they cancel ... OR ... The School is on "break". Normally, when the youngsters are leaving on a ten-day break, we do not schedule the volunteer group to come the evening before ... because the boys are preparing for leave. ALSO, the evening for the return of the boys, normally does not include the volunteer visit. AS YOU KNOW ... the time of return is 8:30 p.m., and certain procedures cancel the group visit. To maintain a weekly schedule requires MUCH, MUCH PLANNING! Also, while refreshments are NOT the most important, the boys do enjoy the "social aspects" of this part of the program ... and look forward to this "happy hour".

Dr. Alfred B. Vuocolo, Superintendent ... has from the inception of the School, December, 1968 ... stated its philosophy: "Rehabilitative activities are quite meaningless unless they are consciously geared toward the post-institutional future that awaits the child. This demands not only preparing the boy for the path ahead, but also some changing of the path itself insofar as is practicable ... The staff is expected to constructively identify and merge family and societal strengths for the boy to better obtain social viability. (This is a part of the volunteer philosophy). It also means that the institution must be oriented outward and consider itself part of the broader community. It is expected that The Training School will be an open institution providing citizens with an opportunity for service and itself serving the surrounding community." (here, is the volunteer again.)

To continue, Dr. Vuocolo stated: "We look to numerous programs with extensive interaction between The School and society ... and THE HEAVY INVOLVEMENT OF VOLUNTEER." The "1092" visits show the interest of the volunteer groups ... and we MUST plan a constructive evening for the boys.

IT IS important ... that the cottage be treated as a group ... there is an exception ... if the volunteer is working with a youngster to help him write a letter ... or help him with his jig-saw puzzle ... or if he should ask you to play cards with him. IT IS important to REMEMBER ... YOU are there for the boys ... to get them involved ... to make the clear demonstration to him that "HIS FELLOW CITIZENS are not hostile toward him and, by the example of help and understanding, symbolize the forces of society which are interested not in avenging delinquent acts but in preventing them. Therefore, if he misses the ball ... we encourage him to try again ... some of us are not as well coordinated as others ... help him to try! MAKE every effort to leave a HAPPY BOY when you depart ... and MAKE every effort to leave him with the DESIRE that you will return.

THE SCHOOL'S BASIC OBJECTIVE ... is to return the child to society with a



greater potential for constructive adaptation in the community ... one program designed for this tremendous goal is the VOLUNTEER PROGRAM ... "providing opportunities for healthy relationships with adults and youth". We are justly proud of every voluntary effort ... for YOUR sharing of YOUR time!

AND ... NOW ... to accomplish our goals ... and work within the framework of The School!

Before we start ... LET US REMEMBER that the cottage is the HOME of the boys ... and we have certain procedures that MUST be followed. The boys "GO SHOELESS" in the cottage ... very good reason! They are responsible for the household chores ... and shoes make "black scuff" marks. We have not made it mandatory for volunteers to "take off their shoes" ... IF YOU WISH! ... fine! IF YOU DO NOT WISH ... fine!

ALSO ... we do not play ball ... football .. or any type of "rough-house" game in the living-room of our own home. We observe this privilege for outside. Wrestling, is observed in its proper place. YOU are older than the boys ... and you should maintain your proper place with them ... YOU should make every effort to gain their respect... and be quite sincere in your friendship! SMOKING in the cottages is not prohibited ... BUT ... we do not feel that it is appropriate for the YOUTH groups. We ask the same of the college groups ..WE DO NOT FEEL that it is an imposition to REQUEST you to save your smoking for the time after your departure.

We shall begin with JANUARY and make some suggestions for YOUR visit ...

JANUARY ... Making a Ring Toss ... Take top of shoe box and paint with flat enamel ... OR ... poster paint. PUNCTURE 6 small holes, evenly spaced, into top of box. PAINT (poster) OR ...FOR QUICK USE ... crayon ... 6 wooden clothespins and inset in holes so that they stand up. Paint OR crayon ... a number beside each clothespin. Make 6 hoops out of pipe cleaners. All finished ...NOW begin to play. MORE THAN ONE OF THESE CAN BE MADE ... have teams ... have a score keeper (You may have to help him keep score) ... HAVE A SIMPLE PRIZE!

Other suggestions for JANUARY .. PLAY DOUGH RECIPE ... 1 cup of salt ... 2 cups flour ... 1 cup of water. Mix well ... make into funny shapes, and decorate with poster paint.

BENJAMIN FRANKLIN was born 1706 ... Bring a big picture of Franklin ... have some stories about him ... maybe there is a film ... MAYBE you can take his name ... and think of a WORD that begins with B...E...N...J...M... AND so on through his name. BRING a large sheet of cardboard to put up the words ... and LET THE BOYS write the words. (REMEMBER THEIR INTEREST WANES ... SO DO NOT prolong this for too long a time).

ALWAYS be prepared to do MORE than actual time allows ... PREVENT THE DRAGGING OF TIME ... BE PREPARED TO GET STARTED AS SOON AS YOU ARRIVE.

FEBRUARY ... As this is Valentine month ... bring materials so the boys can make their own Valentines.

A GOOD GAME ... Place a LARGE calendar page on table and pitch buttons on it. (Bring the buttons). Player scores 1 point if button lands in a square. Each player HAS SO MANY TURNS. (You can determine how many.) The one with the most points wins. GIVE A SIMPLE PRIZE.

SPEAKING OF PRIZES ... Make absolutely certain that every boy gets something ... he may not win ... but he can get something even for ... FOLDING UP THE CALENDAR ... FOR COUNTING THE BUTTONS

FEBRUARY ... George Washington's birthday ... Can follow along the same suggestions as for Benjamin Franklin

MARCH ... St. Patrick's Day, March 17 ... Decorations for the cottage are fun! The boys love crazy hats ... and the usual "TOP HAT" GREEN ... sold at this time can easily be copied. Purchase a sample ... take it apart ... and bring the materials for making their own. Can be colored with crayons.

SCISSORS ... when these are used in a project ... ask one of the boys to count them before they are given out... ask the same boy to be responsible for collecting them and returning them to you. ALWAYS BE CERTAIN OF THE NUMBER OF PAIRS YOU HAVE. ALSO ... SOBO AND ELMERS are approved. RUBBER CEMENT is a NO NO!

March is considered to be a BREEZY month ... KITES are popular. Bring designs ... the boys enjoy making kites ... REMEMBER to bring the string, LET them create their own design. ORIGAMI has a beautiful design for kites ... which are easy to fold. GET them from the Princeton Public Library ...

EASTER will be on March 30, 1975 ... PLAN ahead for THE EASTER EGG TREE. You can bring the eggs BLOWN ... and this is probably better, as you will have the time to blow them before coming. HOWEVER, you can plan to blow them on one evening ... and the OFFICER will see that they are cared for in between visits. YOU bring all the decorations ... and the tree which you have made from limbs of a tree and planted in PLASTER OF PARIS. Make the small branches look like a real tree. The branches can be painted with poster paint (white, yellow or pink) ... puncture both ends with a pin or the sharp end of manicuring scissors. LOOSEN the yolk by inserting a "tooth-pick" into the egg ... this breaks it up. (The eggs can be saved for cooking ... scrambled) You might even do this for the snack. Attach loops of ribbon with glue and hang the eggs on your tree.

Wall decorations of bunny rabbits are a delight in the cottage.

APRIL ... MAKE A SEED MOSAIC ... Collect seeds of different sizes and shapes and colors such as oranges, lemons, grapefruit, apples, pumpkin, sunflower ... beans, grains, split peas and lentils. Create the design by arranging

seeds in design areas by color and shape. YOU prepare the shapes before your visit. Draw on cardboard. HAVE A CARDBOARD for each boy. THESE CAN BE KEPT SMALL ... so they can be completed in an evening. COAT one section at a time with white glue (Sobo's or Elmer's) ... and place seeds closely together. THIS MAKES A FINE PROJECT for working with a boy on a one-to-one basis. YOU can have a COMMITTEE to select the PRETTIEST ... and give a simple prize.

MAY ... Mother's Day comes this month. AGAIN, making their own card. Writing a letter.

The weather is getting pleasant ... the daylight is longer ... being outside is extremely delightful. HAVE A COOK-OUT! Plan your time to arrive by 4:30 p.m. if possible ... or a little later. We will have the charcoal fire going ... and hamburgers, hot dogs, potato salad, potato chips ... all the USUAL trimmings for a cook-out. The boys love to help with this.

PLAN an outside simple game ... any type of race ... (egg on the spoon ... potato on the spoon ... two boys with the left and the right leg in a bag) ... Give a simple prize.

LET US SPEAK OF THE GYM ... Your group can be scheduled to be with the boys in the gym. THIS MUST BE SCHEDULED WELL IN ADVANCE, OR ... the pool (THIS IS OFF-LIMITS TO THE GIRLS.) This must be scheduled well in advance as these arrangements are approved by the Supervisor of Recreation.

FOR BASEBALL ... Equipment must be scheduled well in advance. We are not too well stocked with baseball equipment ... so it MUST BE SCHEDULED.

JUNE ... Flag Day ... June 14th. Bring materials for the boys to make their own flags. With research in the Library ... YOU can prepare a delightful story of the MAKING of The Flag. USE the early designs for the flags ... and let each boy make one. These can be done on heavy cardboard and mounted on dowels. The boys would enjoy exhibiting these throughout The School. Use crayons for coloring a simple story can be prepared for each one.

Father's Day ... the third Sunday of the month. The boys do not seem to talk about this.

AS THIS IS GENERALLY CIRCUS month ... YOU can plan to take the boys to the circus. Unfortunately, The School does not have funds for this entertainment. BUT ... many companies buy tickets and you might get them this way. PLAN THIS IN ADVANCE ... and we will guarantee a delightful evening. SPECIAL permission can be obtained for taking them off campus. SOMETIMES ... we provide the transportation ... or ... you all can do the transporting. MAKE provision for a little extra spending money.

JULY ... If you are having an affair at your Church ... Father and Son Banquet ... Church Picnic ... the boys can be invited to attend. AGAIN, we must schedule ahead for transportation.

There are pleasant walks around ... Herrontown Woods ... the University campus ... you might plan an occasion like this and then have them for snacks at your Church.

The Fourth of July comes this month ... We cannot have fire works ... but here ... again the outdoor cook-out seems fitting for this month.

AUGUST ... In the space at the back of the cottage ... or on the outdoor picnic tables ... are good places to plan an activity. All sorts of arts and crafts projects ... an excellent one ... MAKING A MILK CARTON SAILBOAT...

Cut 2 square pieces out of side of milk carton leaving a strip across middle. Curve 2 pieces and puncture with pencil. Insert into middle section as a mast. Cut out triangular banner from foil and wrap around mast at top. Color boat and sails with crayon. YOU would bring the materials.

PLAY ... JOIN THE DOT GAME ... Copy attached. Give a simple prize for the one who finishes first. HERE, again is a marvelous opportunity for a one-to-one basis contact. HE might need help. BUT ... be careful to let him think he is really doing it himself. REMEMBER ... most of our boys are behind about two years in SCHOOL. REMEMBER, they have been deprived of this educational advantage ... and need PLENTY of encouragement. HE minds very much letting HIS cottage companion realize that HE IS BEHIND!

SEPTEMBER ... This could be the month for ROSH HASHANA. There is no objection for mentioning the meaning of this holiday. We have not had a Jewish boy in residence ... but it is nice to know and have an appreciation for other folks celebrations. YOM KIPPUR comes this month also.

MAKING A PAPER BAG HAND PUPPET ... Here, one's imagination can run rampant ... and fabulous stories can be created and presented.

HOW ... take a paper lunch bag ... one-half down each side, cut out a little hole. Crayon face on top half of bag. Crayon hair (or bring material for hair) such as yarn ... ribbon ... old water mop ... and put this on with Sobo or Elmers. To work puppet ... insert hand in bag with palm towards face. Thumb and little finger come through holes as puppet's arms.

OCTOBER ... and Hallowe'en. Old clothes for dressing-up ... Let them create their own costumes. Bring cosmetic kits for them to make-up. You can plan a party for the cottage ... with plenty of time for work on this. OR ... you can collect commercial costumes for the party.

THERE IS AN EXCELLENT way of folding paper to make an exciting pumpkin... ORIGAMI ... OR ... a pumpkin can be made from Paper-Mache. BUT ... the best of ALL ... bring real pumpkins and let them cut their faces. GIVE PRIZES! Cast off materials for decorating are excellent. THIS IS A RATHER MESSY occasion ... but if we REMEMBER to bring plenty of newspapers ... we are all set for an evening of FUN! AND ... we all pitch in to CLEAN UP!

NOVEMBER ... Most of our evenings will be inside. GAMES ... and the boys love these. We have to ask you to bring them. AND, if you wish to take them home ... FINE. Their life-span is longer. POKEENO is popular ... BINGO, YO-YO, deck of cards, ball and jacks, etc.

Thanksgiving ... From old nylon stockings, stretched over a coat-hanger ... create a turkey or an Indian. These are wonderful.

MAKING A PAPER BAG TURKEY ... Take brown paper lunch bag and fill 1/2 with rolled cleaner or wire fastener. Fan out end of bag and cut at 1 inch intervals. Cut out head and neck from orange or brown construction paper. Crayon on eyes, beak and feathers. Insert head in vertical cut made at front of body. USE as a table decoration.

PREPARE A REAL THANKSGIVING DINNER ... All the fixings YOU must bring ... but this can be set-up in the dining area ... and with lovely decorations can become a most festive occasion.

DECEMBER ... and this is the big month. There is so much ... that we will let YOU be YOUR OWN CREATIVE SELF. We have added a few favourites ...

DECEMBER ... Upon second thought we will offer some suggestions for Christmas...

Every cottage has an eight-foot artificial Christmas tree and a four-foot Christmas tree. One is generally placed in the recreational - dining area and the other on a table along the division in the dormitory area. Decorations for the tree are fun to make with the boys:

1. Anchovy cans ... come in a long length (filets) and an oval style ... decorate the outside (scrubbed well, of course) with velvet ribbon (red, gold or green) to match the width of the can. Arrange so it will hang. On the inside place your pictures, making a wall picture. Pictures can be cut from Christmas cards ... or the small plastic figures (Santa Claus, angels, snowman, etc.) are lovely arranged.
2. The new whipped cream cheese aluminum pans are lovely made into a picture. Follow the same procedure as for the above, and make them to hang on the tree.
3. The clear "pill bottles" ... make beautiful ornaments to hang ... place a small figure ... Santa, snowmen, angel, deer, etc., on the inside.
4. Tin can lids ... (careful here with the cutting) but your Officer will advise WHO can use the heavy shears for "tin-cutting" ... Any cut design along the edge ... with a Christmas picture placed in the Center, makes an attractive hanging.

5. The styrofoam ball, decorated makes a very sophisticated hanging. A 4", 6" ... or even the 2" are a good size. Sequins, jewels, braid, all lend themselves to creativity. There are the plain white styrofoam, and the colorful satin balls. (If every boy makes one ball you have a generous addition for their tree.)
6. Save the tops from spray cans ... shampoo bottles ... perfume bottles ... and decorate. A wool ball can be made to add under the top ... make into a Santa face or a snowman face ... and hang. With a heated ice-pick ... you can easily make a hole in the top, place your gold cord ... through, make a knot, and it is ready to hang.
7. The "TWENTY CIRCLE" ball is lovely. Beginning with a six-inch circle, (This makes a large ball for a mobile) ... the five-inch, the four-inch, down to the two-inch is the best for the tree. You have twenty circles, cut even, folded in such a way as to fit perfectly into the shape of a ball. Use Christmas cards, and use Sobo or Elmer's for gluing.
8. The nylon Santa is charming. Old nylons stretched over a coat hanger and the face and other features made from construction paper and glued.
9. The Christmas card book ... save old Christmas cards and arrange FIVE exactly the same size, fitted into each other to make a BOOK. In the folded edge make two holes (use an awl for punching the holes) ... with a wool needle, thread with yarn, and sew IN AND OUT of the holes until the book is well held together. THEN ... on the empty pages glue another Christmas card to cover. In addition to the five cards sewn together ... you will need 15 extra cards for pasting to make the complete book. (The boys love these to take home for presents to little sisters and brothers, grandmother, or Mother.
10. EYE GLASS LENS ... Ask your oculist for eye glass lenses ... They are more than willing to give them to you. Clean the lens well. Judge the picture that you wish to use by the size of the lens. CUT the picture a little larger than the lens, as it will be trimmed later. PLACE the SOBO or the Elmer's on the INSIDE of the lens ... PLACE THE PICTURE ... face side toward the inside of the lens ... FIRMLY press the picture to the lens, working with your fingers until EVERY BIT OF THE GLUE disappears. THIS WILL DRY ABSOLUTELY CLEAR. Around the edge of the lens place gold cord or a fancy braid ... These can be arranged for hanging or you can purchase a PIN from the Princeton Hobby Shop ... glue to the back and Mother has a beautiful present.
11. MACARONI ... there are unusual designs that one can create into darling angels ... or the short hollow macaroni can be colored (vegetable coloring) and strung to make ropes for around the tree. (The stringing is easy and directions from the Volunteer Office.)

12. Let us not forget the aluminum "tops" that come from the soda cans. These are most effective when joined together ... and made into strands for hanging around the tree. They can be left as is ... or can be sprayed with gold, white or silver enamel. EXCELLENT!
13. Then there is the very light weight styrofoam ... which is used today for packing ... some is shaped like the peanut, and some like shells, and still another is round. COLORED ... with a pretty bead in between makes a gorgeous strand for around the tree.
14. The CHRISTMAS placement ... make an attractive setting for the Christmas dinner table. Collect OLD posters ... have every one the exact same size ... as you certainly would not want to set your table at home other than perfect ... Cover ... sort of collage ... with Christmas cards, cut to fit accurately. Usually in the upper left hand corner (because it is shown better) we place a MERRY CHRISTMAS card ... as a gracious welcome ... then fill the remainder of the poster board. In between the edges ... you can place very narrow gold filigree design paper strips. These are beautiful ... and one can go a step further, and make a PICTURE ... for the wall. These would be lovely over the fireplace in the recreational area.
15. There are countless designs for THE TRAY FAVOR ... It would indeed, be an outstanding project ... to have the boys work along with you all for the PLACE MATS AND THE TRAY FAVORS, fill the tray favors with candy, and arrange to have the boys go along with you to PRESENT to a Nursing Home. Refreshments could be served and BOTH THE BOYS ... and YOURSELVES, WITH THE PATIENTS ... would have a glorious time. THIS ... A REAL COMMUNITY SERVICE. You can choose the Nursing Home ... and we will arrange for the transportation.
16. The Saturday before the boys go home for Christmas ... we have our traditional Cottage Christmas parties. HERE the groups come for lunch with the boys ... The groups bring the lunch for the boys ... which are usually a little elaborate ... Arrival time is about 10:00 a.m., lunch around 11:20 a.m., games presents, and departure is around 12:30 to 1:00 p.m. These are gala occasions ... PLAN to do this with your cottage.

### STAINED GLASS COOKIES

These cookies are as good as they look. They are made with cookie dough for the "leading", and clear, brightly colored hard candy such as sour balls or inexpensive lollipops for the "stained glass". Use either the ginger bread recipe or the light dough recipe. CUT THE DOUGH INTO STRIPS OR ROLL IT INTO THIN ROPES. Join the strips to form the outline of your design on a sheet of waxed paper.

CRUSH the colored candy into coarse lumps. This is easy to do with a cloth and a hammer. Prepare dishes of various colors of candy so your "palette" is spread out in front of you. Fill the open spaces in the design with different colors. ONLY A THIN LAYER IS NEEDED.

Bake in a 350 degree oven for 3 to 5 minutes. Watch closely so that the candy has only enough time to melt until it is smooth. PROLONGED baking will cause the color to darken. Cool and strip off the waxed paper.

LIGHT COOKIE DOUGH: BLEND until creamy: 1/3 cup vegetable shortening ... 1/3 cup sugar ... 1 egg ... 2/3 cup honey ... 1 tsp. lemon extract. SIFT together: 3 cups all-purpose flour ... 1 tsp. baking soda ... 1 tsp. salt.

ADD sifted ingredients gradually, mixing well. USE more flour if dough is sticky. Roll out to 1/4" thin and shape as you wish. Bake on WAXED PAPER at 375 degrees for 8 to 10 minutes, watching carefully. Peel off paper when the cookies are cooked.

GINGERBREAD SCULPTURE: Make gingerbread ornaments and gifts. This recipe is just right for modeling, and produces a delicious, golden brown cookie.

BLEND until creamy: 1/3 cup vegetable shortening ... 1 cup of light brown sugar, packed firmly ... 1 1/2 cup molasses. ADD and mix thoroughly ... 2/3 cup water,  
SIFT together: 6 cups all-purpose flour ... 2 tsp. baking soda ... 1 tsp. salt ... 1/2 tsp. cinnamon ... 1/4 tsp. nutmeg ... 1/4 tsp. ginger.

ADD THIS MIX 1/3rd at a time, beating thoroughly. If dough is sticky, add flour. Roll out to 1/4" thin. Shape with a knife and your hands. BAKE on waxed paper at 350 degrees for about 10 minutes. Time varies with thickness and size.



MISCELLANEOUS ... You do realize that the foregoing are only suggestions. It would be impossible to cover the vast number of possible projects that the boys enjoy doing. MOTIVATION is important ... but we have found that the groups who are prepared to START RIGHT IN when they arrive are off to a most successful start. SOME of the boys will not wish to participate ... do not let this deter you from getting started ... eventually they will observe the others having a good time and will join in. IF A BOY SHOULD NOT ... perhaps the Officer can make a suggestion. So many, many things could cause this hesitancy to work with the group.

COOKIES ... here you must bring the electric oven ... it has been accomplished and the boys seldom have had this opportunity at home. Making up the dough, and cutting out the cookies, is fun.

ENGLISH MUFFIN PIZZAS ... Here, again you need the electric oven ... which unfortunately we do not have. The ingredients ... they can make their own ... place in the oven ... and VOILA ... success and delicious!

ICE CREAM ... Bring a home freezer and the ingredients. AND, a whirl of an evening is ahead ... churning and finally the repast.

SHOW SLIDES ... If you have taken a trip, share your slides with the boys. Talk about where you have been, what you saw, a funny incident ... keep it short ... but the boys will love travelling along with you. OR, get a good movie from the Princeton Public Library (Cartoons) and bring for a showing.

GIVE THEIR OWN SHOW ... Prepare a funny script with the boys about given subject ... help them to act it out ... and will they have fun.

MUSIC INSTRUMENTS ... You would need expert advise on this project ... cigar boxes or other types ... a music teacher can give suggestions ... and each boy makes his own instrument ... and YOU HAVE A BUILT-IN COTTAGE BAND.

SING-A-LONGS ... BRING YOUR GUITAR ... and have a jolly-jolly evening singing.

GAMES ... I have observed one of the most successful events. BUNDLES of old clothes (clean) were brought. The boys were assembled and one at a time to a bundle ... (have about three get started) see WHO CAN PUT ON THE OLD CLOTHES FIRST and GET THEM OFF FIRST. They, naturally, put them over their own clothes ... and give a simple prize. This is hilarious.

ANOTHER EXCITING GAME ... Bring a medium size piece of old material ... old turkish towels ... old carpeting ... fine. Have them large enough that a boy can step onto it. PLACE about five or six of these pieces around on the floor ... BEING CAREFUL TO PLACE THEM CLOSE ENOUGH TOGETHER THAT A BOY can step from one to the other ... LOUDLY tap on the floor with a broom stick ... WHERE THE MATERIAL IS PLACED ... and from the sound he steps onto the material ... EXCELLENT ... and hilarious ... and give a simple prize. LET all do this.

HELPING KIDS IN TROUBLE: THE LABOR YOUTH SPONSORSHIP PROGRAM  
FORT WORTH, TEXAS

AFL-CIO/NCCD

The Labor Youth Sponsorship Program is a successful juvenile aid operation that is run on a shoestring and ought to be a model for any community with kids in trouble. Financed with a grant from the Texas Youth Council, it began in May of 1976 under the sponsorship of the Tarrant County Central Labor Council, AFL-CIO, the United Automobile Workers Community Action Program, and the National Council on Crime and Delinquency.

Youngsters come to the program through juvenile court referrals or through guidance counselors in schools. Sometimes they just wander in the door of this storefront agency. Mainly they are boys and girls who are, or have been, delinquent. Many of them have problems and most of them come from families who have problems. What they have in common is the need for someone—a mature, friendly adult—to take a sincere interest in them and treat them as though they mattered. This is precisely what the members of the Tarrant County labor unions have been doing.

The youths have a wide variety of unmet needs and the project tries to fulfill them with the help of the community. In just the few brief months of its existence, it has already accomplished much. It has obtained free medical care for 7 youths, placed 32 in jobs, found foster homes for 5, provided clothing for 48, obtained counseling for 142, and, for a lucky 5, has arranged weeklong vacations.

Thanks to the program and its compassionate director, boys and girls have gotten, perhaps for the first time, the feeling of being worthwhile and wanted. It's a terrific psychological boost for a kid who too often perceived himself as a burden to family and society. It's a good way to prevent further misbehavior. It's a good way to build good citizens.

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HOMeward BOUND: AN ALTERNATIVE TO THE  
INSTITUTIONALIZATION OF ADJUDICATED  
JUVENILE OFFENDERS\*

Ron Y. F. Chun  
Herb C. Willman

In 1847 the Lyman School for Boys was established in Westboro, Massachusetts.<sup>1</sup> Thus began, on that day, a new and enlightened era in the handling of juvenile offenders. No longer would a juvenile be incarcerated with adult felons, nor would cruel and unusual punishments be inflicted on the young.

The Training School-An Overview

In subsequent years, more and more states, following Massachusetts's leadership in the field, developed "reform" or "training" schools. Regimentation was foremost. To conform to rules and regulations was to be "rehabilitated." Days leading into weeks, then months were spent walking in line, two abreast, with hands in trouser pockets,<sup>2</sup> lining up for "headcounts"<sup>3</sup> and sleeping in large impersonal dormitories.

As it was so aptly phrased in the Newman report:

They are fed and housed and to some extent clothed. They receive a minimum of medical and dental attention. They go to classes, where some who cannot read are taught to read. They learn a few skills--though the farm work, which is probably the best taught and most interesting, is of little use upon release. They have no privacy and virtually no personal possessions. They spend months or years in a situation of almost total conformity and irresponsibility, with no chance to develop independence of thought or self-reliance . . . they do not learn how to handle money-- to earn it or even to spend it. They are isolated from their families by a system which permits two parental visits per month. They are isolated from outside

friends...they never meet or associate with girls. They go out with no resources into a world that is totally strange. It is no wonder that so many graduate to become inmates of our correctional institutions.<sup>4</sup>

Or as depicted by Shaw 40 years earlier:

Haircuts were (and are) short, blue dungarees and shirt are the uniform of the day . . . they have already achieved fame in the world of crime, and proceed to impress that fact upon the other boys. They loiter about the place, congregate in small groups, talking about their achievements and ambitions in their common vocation, crime.<sup>5</sup>

Shaw's description of delinquent boys attempting to impress their peers with talk about "their achievements and ambitions in their common vocation, crime," was written in 1930, and has changed little to this day, although admittedly, there is now much more talk of "doing dope," or "clouting cars."

From that day in 1847 to the present, literally thousands of children have "done their time" as described by Newman and Shaw. In spite of the fact that training school administrations have hired increased numbers of educators, social workers, counselors, psychologists, and psychiatrists, most have proven well-meaning but their impact equivocal.

We have attempted in our training schools "compensatory education,"<sup>6</sup> "individual therapy,"<sup>7</sup> "group counseling,"<sup>8</sup> and "group therapy,"<sup>9</sup> among others. Many of these innovations show some promise in given situations, however, most have shown little or no lasting differences between control and experimental groups examined. Change criteria have been elusive.

As a result, we are still turning out of our training schools more youngsters going on to further criminal activities and future incarceration in adult prisons, than youngsters who reenter the mainstream of society.

With this record of repeated failure in mind, let us reexamine what we assume to be true about the training school youngster.

Disproportionately, he is a child of the slums, he is 15 or 16 years old, perhaps one of numerous children, possible from a broken home; from adults and older children in charge of him, he has had leniency, sternness, affection, perhaps indifference in erratic and unpredictable succession. He may well have dropped out of school, he may well be unemployed and have little to offer an employer. His crimes are much more frequently thefts than crimes of violence.<sup>10</sup>

He is also resentful, impatient, and insecure because of repeated failure; he is searching desperately for masculine identity, and craves excitement, adventure, recognition, and acceptance.

#### The Outward Bound Schools

In England, during World War II, there was considerable concern about the large numbers of British seamen who would literally give up their lives with little struggle when forced to abandon ship in the cold waters of the North Atlantic--while many older, more experienced sailors, although in poorer physical shape, would survive this same ordeal.

As a result of this concern, Dr. Kurt Hahn was commissioned to establish the first Outward Bound School in Aberdovey, Wales. Hahn was interested in developing more than muscle in young merchant seamen for, in addition to physical conditioning, he stressed the importance of group pride, personal contribution, and trust in yourself and others. This school, as in other Outward Bound Schools to follow, recognized the value of structuring stressful situations to unify groups toward a common goal, as well as the value of repeated and hard-won successes in establishing confidence and a more positive self-image.

Hahn's efforts met with such success that some 34 Outward Bound Schools have since been established throughout the world.

### Outward Bound and Juvenile Delinquency

The Colorado Outward Bound School which opened in 1962 is located on the snow-crested western slopes of the Rocky Mountains at an altitude of 8,800 feet. The program, which involves mountain walking, backpacking, high altitude camping, solo survival, rappelling and rock climbing, accepted its first adjudicated delinquents, five in all, from the Massachusetts Department of Youth Services in 1964.

The following year, 25 more adjudicated youngsters from Massachusetts completed the Outward Bound Program in Colorado, and in newly opened Outward Bound Schools in Minnesota and Maine. This early success led to the funding of a study to determine whether a program of severe physical challenge can be effective in reducing further delinquency among adolescent boys as shown by a comparison of recidivism rates, control vs. experimental.<sup>11</sup>

### The Homeward Bound Program

In September 1960 the Massachusetts Department of Youth Services established the Stephen L. French Youth Forestry Camp, located in Nickerson State Park in East Brewster, Massachusetts.

This camp was designed to run on a work-therapy model for adjudicated delinquent boys, 16 years of age or older, who would provide, during a 6 to 9 month stay, labor for the Department of Natural Resources in building and cleaning campsites, clearing trails, and other park projects.

The 18-20 boys in the camp were housed in a converted hunting lodge located in the 1,777 acre State Park.

As the years passed, and the Department's success with delinquents attending Outward Bound schools grew, pressures both from within the Forestry Camp and from the Department's administration called for a radical change from the camp's work-therapy model to an adventure training, self-discipline model.

Following a reorganization of the Department of Youth Services and a change in the administration of the Forestry Camp, sufficient money and trained personnel<sup>12</sup> were available to enable the Homeward

Bound Program to evolve from a series of pilot programs<sup>13</sup> to a full-time Homeward Bound School, in October 1970.

Using the best elements of the Outward Bound model developed by Kurt Hahn in Aberdovey, Wales, and taking full advantage of the experiences gleaned from association with the Colorado, Minnesota and Maine Outward Bound Schools, the Massachusetts Department of Youth Services initiated a series of pilot programs which evolved into a two-phase program of 6 weeks' duration called Homeward Bound.<sup>14</sup>

Boys are selected for participation in Homeward Bound based on the day they are received from the court. On alternate days during the first 2 weeks of the program boys whose offenses in the community whether they be stubborn child, use of a motor vehicle, or murder - are "committed or referred" to the Homeward Bound Program on a "space available" basis where they are immediately welcomed by the assistant superintendent and a counselor, at the lodge where they were to live during Phase I.

Prior to coming to Homeward Bound, it is carefully explained to each boy that the program: (1) Is very rugged; (2) has limited openings; (3) is voluntary; (4) once begun must be completed; (5) once completed allows the graduate to be paroled directly home. During the study no boys declined to participate in Homeward Bound.

The assistant superintendent and the counselor explain a few basic rules to each new enrollee. There are no locks, no fences, and no secure rooms. Visiting is permitted, mail is not censored, personal clothing may be worn, phone calls may be made and received--all permitted during Phase I but not in Phase II where much of the program takes place on the Appalachian Trail or at sea.

Following this initial orientation, the incoming boys are introduced to several boys working at the camp as assistant brigade leaders, who in turn orient the boys in their fashion (probably more effectively) about the rigors of the program and those few rules enforced by the staff.

The physical site for the "Homeplace" for Phase II of Homeward Bound is located a quarter of a mile away from the Lodge, on the shores of crystal clear Cliff Pond. It is here that each brigade lives in its own A-frame while in camp, and it is the home from which at 6:00 a.m., staff and boys begin each day with a 2-mile run and dip--regardless of the weather or season.

After the first few days of Phase I, 32 boys are assembled--divided into brigades of eight each--and begin the early or intermediate phase of Homeward Bound.

Days are devoted to community service projects, short hikes along the National Seashore, some running, minimal calisthenics, and a few choice obstacle courses.<sup>15</sup> There are also hours spent with a counselor helping to develop a realistic plan for release, as each boy is thoroughly involved in working up his own postrelease plan and has time to reflect a bit on who he is and how he got there.

Evenings are not for play; there are classes from Homeward Bound--instructors in ecology, orienteering, survival, search and rescue, overnight expeditions, ropes and knots, and seamanship.

For those who do not pay attention during class--and this is the majority--the first overnight expedition is an eye-opener. Packs are not packed properly, some gear is left behind, not enough of the right kind of food is brought along, and most end up the first overnight cold, wet, and miserable. Thereafter, however, evening classes become more lively and more questions are asked. As the 2-week period in Phase I comes to a close, most boys move ahead with a mixture of fear and apprehension toward Phase II.

On the first day of Phase II, following the run and dip, all brigades assemble for an orientation concerning the nature of the particular program they will undertake. Each program varies with the time of the year, weather conditions, and the availability of specialized safety equipment. Equipment is then issued and each brigade is allowed a brief period to settle into its A-frame.



From 1700 hours until long after dark, the program director conducts what is known of as a "quiet walk." This is neither quiet, nor a walk; it is instead, a cross-country trot over forest trails, through swamps, across rivers, and nearly impenetrable woodlands. Some 5 or 6 hours after it began in daylight, it ends in darkness, with all participants fully exhausted, thoroughly wet and mud-covered, and well aware of what it means to give more than you thought you had.

Following the quiet walk, each boy is then asked to step forward to sign a pledge, reiterating his desire to continue on and complete the Homeward Bound Program. This is a soul-searching time for each youth, as his commitment is requested at a time when he feels defeated, frustrated, and incapable of meeting Homeward Bound's standards. Seldom does a boy refuse to sign. This may be due in part to peer pressure and marks the first of many personal successes he will experience in the month to follow.

One day then rapidly falls upon another, as each brigade learns the intricacies of survival, circuit training, land and/or sea expeditions, navigation, first aid and firefighting, silviculture, logistics, ecology, search and rescue, ropes and knots, rock climbing and rappelling.

In the beginning, there is an overnight training expedition, bringing together much of what is being learned. Later, a 3-day expedition tests the brigade even further, although it barely prepares them for the 10-day mobile course across the Appalachian Trail, often in four or more feet of snow.

A brigade can only move as fast and accomplish as much as its slowest, most inept member. This leads to increased group interaction and an eventual sharing and reaching out to one another. The 100-foot rappell, while one of the safest of exercises, can bring fear to the hearts of many brigade members, and it is here that one's peers, together with the skill of the brigade instructor and assistant brigade instructor, can make the seemingly impossible come true.

After a series of repeated successes on the high rappell, in rock-climbing, on expeditions and circuit training, comes the solo--a 3-day experience of survival suddenly with no peer pressure and no peers, no instructors to push, no one. It is here that each boy must put together all he has learned. With a few matches, a plastic sheet, a cooking pail and water, he must fend for himself for 3 days and 3 nights, far from the safety of any town or the comforts of home.

Following solo, the remainder of the long expedition seems to be anticlimactic for each boy now knows that he has what it takes. The return to the "homeplace" and the final competition between brigades passes all too quickly, as does the 7-mile run for individual honors.

The final evening is a blending of happy and sad. Even though there are smiles and congratulations when each boy receives his certificate and emblem; and even though the blisters have hardened and the muscles no longer hurt, each remembers all the good times--sitting around the fire in the evening, the first good hot meal after expeditions, and the newly won pride of knowing he did something no one could do for him.

Attempting to capsule or summarize Homeward Bound is not an easy task. It is certainly a program of severe physical challenge, extreme excitement and perceived danger, followed by periods of relative calm, where participants can absorb and reflect on their accomplishments.

As shown by Kelly and Baer,<sup>16</sup> it is of little value to attempt to point out to an adjudicated delinquent that he is far more capable than he feels himself to be. What is necessary, however, is to devise a set of circumstances whereby the delinquent boy can clearly demonstrate this competence to himself. Only then will opportunities for concrete, impressive accomplishment promote personal growth.

The need to pace oneself, and the requirements of persistence in the morning run and dip, the circuit training, and the 90-to-100 mile overland expeditions challenge the delinquent's impulsivity and

endurance.

The necessity of safety rules and climbing regulations in rappelling, sea expeditions, and search and rescue operations, causes him to question his previous concept that laws and regulations are to be ignored or treated lightly.

The placing of larger measures of responsibility on him as he holds the safety line of a peer who is rappelling, or assumes leadership of his brigade in stressful situations, forces him to reevaluate his worth in relationship to his peers.

His dependence on his brigade leader and peers for success, safety and well-being cause him not only to reexamine his attitude towards authority, but also to understand and accept the strength and weaknesses of himself and others.

Lastly, the sobering experience of the solo, causes him to think deeply and long about his accomplishments, and consider what brought him to Homeward Bound, and where and how he is going from here.

#### Research Results

The Homeward Bound Program as a model, utilizing the lure of adventure and challenge as in Outward Bound, gives strong evidence that a positive rather than a negative orientation can create better correctional results with concomitant public safety.

On a 7-to 14-month follow-up our study demonstrated that 20.8 percent of the Homeward Bound Group recidivated as opposed to 42.7 percent of the control group. This finding remarkably supports the earlier study of Kelly and Baer whose research showed that 20 percent of the experimental group and 42 percent of the comparison group recidivate.<sup>17</sup>

Selection of boys for Homeward Bound versus Lyman School for Boys was based solely on a "space available basis" with 32 boys going directly from the court to Homeward Bound during the first 2 weeks of each 6-week cycle and all other commitments going to Lyman School during the last 4 weeks.

While chi square tests of the background characteristics of the Homeward Bound participants (178 boys) and the Lyman School participants (75 boys) showed no significant differences between either group, several interesting factors were observed:

(1) Homeward Bound participants are able to stay out of trouble longer than participants in regular institutional programs. Only 38 percent of those who recidivated following the Homeward Bound program did so within the first 6 months as compared to 72 percent of the institutional or control group.

(2) There was an increased chance of success in Homeward Bound as the chronological age of the participants increased.

(3) The marital status of the parents affected success or failure in the Homeward Bound Program. Participants whose parents were "separated" showed poorer results (22.6 percent failure) than in any other marital status category.

(4) There was a significant difference in "Last school grade attended" and success-failure in the Homeward Bound Program. The higher the school grade attained, the better the chance for success.

(5) Strong tendency noted that persons who committed "assault against persons" and "larceny" are more apt to experience success in the Homeward Bound Program. Contrariwise, persons in "stubborn child" category have a marked tendency toward failure within the program.

#### Conclusion and Future Implications

In their report on the Outward Bound Study, mentioned earlier in this article, Kelly and Baer state:

Persistence is a virtue, and giving-up is hard to tolerate. Students feel that what they have to do at Outward Bound is what *should* be done. It becomes very difficult for a boy to "walk away" from a challenge. Students are often kept in the challenging situation for a period of time to encourage their meeting it. There are few "acceptable" reasons for not doing parts of the program, or for

leaving the course. Serious physical injury like a broken leg, is one such acceptable reason. Injuries which allow for "malingering," like sprains, are rarely acceptable. Psychological problems, like fear of the mountains, are not easily understood, sometimes ridiculed.

Challenges, particularly when they are felt as dangerous, when one's life is "at stake" take on an irresistible quality. The excitement of the challenge, the sense of adventure, is contagious. Exciting events intensively involve the students in Outward Bound. More dangerous tasks generate more excitement. As on the climb up the rock face, much of the excitement stems from a conflict about whether one should make a certain move or should not. Many students feel they have come to Outward Bound specifically to meet challenges. Challenges are often seen as the highlights of the Outward Bound experience.

The opportunity to really test one's limits is very important. Challenges, particularly those felt as dangerous are often approached as opportunities for defining oneself. For many students, the question "Who am I?" is very pressing. As suggested by many writers, adolescents' sense of identity is in formation. For many, the challenges of Outward Bound provide an opportunity to gain some clarity about "who they are." They look upon Outward Bound as an "initiation rite," a not particularly pleasant but "real" way of finding out who they are, what their limits are. Many students approach Outward Bound as if it were the initiation rite which will effect their transition from boyhood to manhood.

The development of competence and confidence in meeting the Outward Bound tasks becomes important. Competence (mastery) generates a sense of personal worth and a feeling of accomplishment. Students develop pride in their competence, an almost professional feeling about their sailing, climbing or canoeing abilities. There is also a strong desire to be able to deal with danger confidently. It becomes important to be able to face one's fear about a dangerous situation, and still complete the task. Students are not comfortable with the feeling that

"I'd never do that again, it was too scary."

There is a strong desire among students to be seen as "men not boys". They do not want to be considered soft or cowardly. Hard work becomes intrinsically rewarding and a source of pride when one wants to avoid appearing soft. After a hard day of hiking or paddling, students feel a meaningful sense of accomplishment. Many of the tales told by students deal with the weight of the pack they carried, or the number of hours they rowed. Students who take short cuts, or have a lazy attitude, rarely occupy positions of influence or respect. Outward Bound is "hard work," not "fun." Rarely does a student enjoy Outward Bound. Rather, it is something he should go through. To be considered "chicken" and not to be able to disprove this claim is a supreme insult at Outward Bound.

Peer, staff, and family expectations exert great pressure toward conforming to the Outward Bound culture. As on the climb up the rock face, when everyone is doing it, the individual student finds it hard not to join in. This is particularly so when he realized that the camaraderie which develops is based on a sharing of common experiences. Anyone who did not climb the rock face that day was "left out" in a very important sense. The watch patrol or brigade as a unit also exerts strong pressure on completing tasks and the course. Intergroup competition is based on individuals' performances on tasks, particularly on their completing tasks.

Staff members are persons who have completed tasks similar to or more demanding than the Outward Bound program. Their almost unquestioned expectation is that their students will also complete the Outward Bound course. In fact, part of their reputation as instructors depends on how all their group completes a task or finishes the course.

Parents add a final pressure toward completing the course. It seems that there is an increase in the number of boys who are "sent to Outward Bound in order to become a man." There is also the more usual expectation that when one goes to a school, one finishes the course and gets his diploma, or in this case, certificate.<sup>18</sup>

People-changing organizations vary in mode, direction and extent of change. Too often the change is symbolic-the affixing of a new title or label on an old program. Happily we do not consider the Homeward Bound program to be a symbolic change in dealing with offenders, but rather a substantively new program. The thrust is to accept the offender, emphasize his worthfulness, build up his self-esteem and confidence and through personal achievement grant him an identity that hopefully will not be prone to extinction or rapid diminution once he leaves the program. Through activity-with-purpose, the debilitating effects of a correctional institution are held minimal.

We agree with Kelly and Baer that many features of the Outward Bound or Homeward Bound Program could, though with much difficulty, be incorporated into a regular training school structure and that this could supplement, if not provide an alternative to, institutionalization.

We feel, however, that for those states who undertake such a program, they will be faced rather quickly with the decision of closing one or more large and generally ineffective training schools. For it is obvious that Massachusetts, which has already closed three large training schools for boys, was aided immeasurably by sending 300 14 - 17 year-old adjudicated delinquents through a 6-week program (Homeward Bound) rather than through a traditional 6 -to 9-month training school experience.

\*Homeward Bound: An Alternative to the Institutionalization of Adjudicated Juvenile Offenders

Herb C. Willman, Jr., and Ron Y.F. Chun, Federal Probation, September, 1973. Reprinted with permission.

1. Task Force Report: Juvenile Delinquency and Youth Crime. The President's Commission on Law Enforcement and the Administration of Justice, 1967.
2. This is a common practice in "control" institutions to prevent one boy from touching another.
3. Generally, religiously adhered to, three or four times daily.
4. Mary B. Newman, The Newman Committee Investigation Into Conditions in Training Schools in Massachusetts, 1971, State House Library.

5. Clifford R. Shaw, *The Jack-Roller: A Delinquent Boy's Own Story*, chapter 5, p. 57, 1930.
6. Title I, Elementary and Secondary Education Act: An Evaluation of Compensatory Educational Programs for Institutionalized Children, 1971, Department of Health, Education and Welfare.
7. Stuart Adams, "The Pico Project," *The Sociology of Punishment and Correction*, New York, 1962, pp. 213-224, Norman Johnson, et al.
8. Norman Fenton, *An Introduction to Group Counseling in State Correctional Service*, New York: American Correctional Association, 1958.
9. California Department of Corrections, *Second Annual Report*.
10. Task Force Report: *Juvenile Delinquency and Youth Crime Understanding and Preventing Delinquency*, p. 43, 1967 (not a verbatim quotation).
11. F. J. Kelly and D. J. Baer, *Outward Bound Schools as an Alternative to Institutionalization for Adolescent Delinquent Boys*, Boston, Massachusetts: Fandel Press, 1968. Funded by the Office of Juvenile Delinquency, Childrens Bureau, U.S. Department of Health, Education and Welfare, Grant No. 66013; the Massachusetts Department of Youth Services; and the Committee of the Permanent Charity Fund, Boston.
12. Money was made available from Title I of the Elementary and Secondary Education Act, private donations of \$8,000 and the reallocation of existing state appropriations. Twelve of the Department's personnel volunteered to attend Outward Bound schools in Minnesota and Maine for training.
13. A pilot program, called Overlanders, based on the Outward Bound model, was run in a separate cottage on the grounds of the Lyman School for Boys during portions of a 2-year period. At the same time, a similar pilot program was being run at the Forestry Camp. In October 1970, both programs merged into the Homeward Bound Program.
14. During its first full year of operation, Homeward Bound has offered this 6-week program to 300 court-acquainted boys or boys adjudicated as delinquent.
15. There is a certain amount of weeding out; 1 to 2 percent of the boys refuse to participate despite all efforts by staff and peers.
16. F. J. Kelly and D. J. Baer, "Physical Challenge as a Treatment for Delinquency," *Crime and Delinquency*, October 1971, pp.437-445.
17. Kelly and Baer, "Physical Challenge," *op.cit.*,p.437.
18. Kelly and Baer, *op.cit.*,pp.116-119.



## THE SCHOOL: FIRST LINE OF DEFENSE AGAINST CRIME

### The Problem:

It is a depressing fact that much of the crime committed in America is carried out by youth. In 1965, the arrest rate for the 15-17 year age group was higher than any other. In that same year, says the President's Crime Commission, "a majority of all arrests for major crimes against property were of people under 21 - as were a substantial minority of arrests for major crimes against the person."

It is clearly evident that we must begin a concerted effort to reduce delinquent behavior by education and by example. The home and family are the primary forces for bringing up youngsters to respect and obey the law. But the school can, and should, play an important role too.

### The Task:

Each junior and senior high school should provide as part of its regular curriculum a detailed discussion of youth and the law.

Many such programs exist - for example, the YOU AND THE LAW program conceived and written by NCCD, and produced and distributed in a number of cities by Kiwanis International. YOU AND THE LAW helps the young person distinguish between a prank and a violation of the law. With the help of the teacher, who works from a prepared discussion guide, children discuss law breaking and evaluate the consequences.

There is an urgent need to have YOU AND THE LAW, or a similar program, instituted in every school. Visits by a member of the police department can be coordinated with the discussions. Arranging student trips to courts is also desirable. In some cases, citizen volunteers can help teachers bring the students to court. They can also arrange for the judge to take a few minutes to explain how his court operates. This kind of experience increases the youngsters' knowledge of and respect for the law.

Slide Set on Child Abuse - Concerns of Children, a division of the Odyssey Institute founded by physician-attorney Judianne Densen-Gerber, has prepared a set of 24 color slides which graphically portray the problem of the abused child. The set is accompanied by a narrative which sketches the causes, demographics, and responses relevant to the crime of child abuse. The price of the set is \$50.00, part of which goes to fund the COC's campaign for the creation of a cabinet level post or special action office to focus on the concerns of children. For details, write Mr. Charles Griffen at COC, 24 West 12th Street, New York, N.Y. 10011.

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**END**