

Handbook
ON
PRE-RELEASE
PREPARATION
IN
Correctional Institutions

PREPARED BY: *The Committee on
Classification and Casework of
The American Prison Association*

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Classification and Casework of
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1947 - 1950

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Preface

This Handbook has been prepared by the members of the Committee on Classification and Casework of the American Prison Association in order to bring together in convenient form a description of desirable policies and procedures with reference to the preparation of the inmate for successful living in society after release from the institution. In some states, this may involve not only the utilization to greater advantage of the present legal framework, but also the provision of additional legislation to achieve these plans for release supervision. The Committee felt, moreover, that it would be unwise to omit in its consideration of institutional pre-release preparation some reference to parole casework, including the more advantageous use of other community resources.

The Prison Congress in 1870, in its Declaration of Principles, stated that "more systematic and comprehensive methods should be adopted to save discharged prisoners by providing them with work, and encouraging them to redeem their character and regain their lost position in society". Since then the type of treatment accorded to prison inmates and the efforts on behalf of parolees has been improved. These two programs have gone forward largely under separate leadership. Their fundamental policies have not always been mutually consistent. Evidence has also been compiled to show that the institutional programs and those for men and women after release have not been as adequately coordinated in many states as the best interests of the releasees and of the general public would require.

The major emphasis of the Handbook is upon pre-parole because of the greater possibilities under an effective parole system of developing a coordinated program between institutional authorities and those charged with the welfare of adult offenders in the community. Wider opportunity is offered for the application of policies and procedures of good correctional casework when supervision is continued after the man leaves prison. There is, however, full appreciation by the Committee of the importance of adequate preparation for methods of release other than parole.

A major obstacle to the completion of a satisfactory publication on pre-release preparation has been the many variations in programs of reception, treatment and release found among the states, and the different titles and functions of the personnel employed. For brevity and convenience, the text uses the terms "men" and "prisons". Actually, the material applies also to the problems of inmates of women's institutions and reformatories. The term "pre-release" was introduced by the members of the Committee

as a generic term. It includes all forms of release; namely, parole, conditional release, discharge, and pardon. The terms "pre-release" and "pre-parole" are both employed in the text. Both "correctional system" and "prison system" are employed, as are "parole bureau" and "parole authority".

This Handbook is offered with realization of its limitations. In its preparation, the members of the Committee worked together as a team with unusual interest. They hope that the Handbook may be helpful in the advancement of the theory and practice of pre-release preparation and the coordination of institutional and community casework on behalf of the adult offender. All are grateful to Richard A. McGee for his encouragement and interest in the project and his generous assistance; and to E. R. Cass for his advice and help in arranging for its publication. To the Chairman, the work with the members of the Committee has been a very happy and stimulating experience. The preparation of this volume demonstrates the ever-growing professional spirit and good will among the members of the American Prison Association.

NORMAN FENTON, Ph. D.
 Chairman, Committee on Classification and Casework
 1947-1950

Table of Contents

Preface	iv
CHAPTER I — The Principles of Release	11
Limitations of imprisonment by itself for rehabilitation.....	11
The essence of correctional treatment.....	12
The importance of preparation for release and of reception in society.....	12
The principles of release.....	14
Summary	15
CHAPTER II — The Determination of Readiness For Release	16
The prediction of behavior on parole.....	16
The coordination of the institution and the parole bureau.....	17
Casework aids to release planning.....	18
The contents of the parole referral summary.....	19
1. The general background and present status of the inmate.....	19
2. Report of institutional program.....	20
3. The inmate's own plans and concern over parole.....	20
4. Comments by the compiler of the report.....	20
5. The staff recommendations.....	20
The importance of the parole referral summary.....	20
Discussion of the contents of the parole referral summary.....	21
Parole referral summary of James R. Smith (11070).....	24
Changes in the release plan of the man after the parole referral summary	25
Release of inmates to out-of-state parole.....	26
Summary	27
CHAPTER III — Pre-Release Procedures in the Institution	29
Preparation for release.....	29
Group counseling and guidance at release.....	29
Summary	32
CHAPTER IV — Practical Considerations in Release Planning and Supervision	33
Clothing and Shoes.....	33
Gate money and other resources.....	34
Housing	35
Medical or dental care.....	36
Employment	36
Initial contacts with the parole officer.....	37
The certificates of vocational training.....	37
Summary	38

CHAPTER V — The Continuance of the Institutional Program After Release	39
Paternalism in parole supervision.....	40
In-service training for institutional and parole staffs.....	41
Summary	42
CHAPTER VI — The Psychological Preparation of Inmates for Release	43
The difficulty of predicting psychological readiness.....	43
The problem of de-institutionalization.....	44
Realistic preparation for relationships with the parole officer.....	44
The attitude of the parolee toward the requirements of the parole officer	45
Tests of psychological readiness.....	46
Special problems in pre-release preparation.....	49
The responsibility of the personnel for the psychological preparedness of inmates.....	49
Summary	50
CHAPTER VII — Some Specific Rules and Regulations For Men on Release	52
Pre-release instruction for community living.....	52
Current practices in the restriction of releasees' activities.....	53
1. Reports	53
2. Registration	53
3. The use of automobiles.....	53
4. Restrictions as to change of residence, choice of employment or neighborhood and associations.....	53
5. Personal life.....	54
6. Legal restrictions.....	54
The reasons for the return of releasees to prison.....	55
Re-admission of violators.....	55
Summary	56
CHAPTER VIII — The Transition From the Prison to Society	57
The tapering-off process from institutionalization to freedom.....	57
Honor blocks.....	58
Minimum custodial facilities.....	58
The separation center.....	59
Honor camps.....	59
Day parole or the longer furlough.....	59
Camps for releasees.....	60
Community establishments for releasees.....	60
Summary	61

CHAPTER IX — The Use of Community Resources	62
The penal institutions as recognized social agencies.....	62
Direct relief.....	62
Other social resources.....	63
Some resources for social welfare work in the correctional system.....	64
1. Alcoholics Anonymous.....	64
2. Psychiatric clinics.....	64
3. Social welfare resources.....	64
4. The Salvation Army, the Volunteers of America and the Goodwill Industries.....	65
5. The Legal Aid Society.....	65
6. The Urban League.....	65
7. The United Seamen's Service.....	65
8. The Traveler's Aid Society.....	65
Summary	66
CHAPTER X — The Community Receives the Releasee	67
The use of conventional facilities by field officers.....	67
The sponsorship plan.....	67
The prisoner's aid associations.....	69
The community committee.....	71
APPENDIX A — General Bibliography	75
APPENDIX B — List of Volumes Concerned with Social Resources	79

Chapter I

THE PRINCIPLES OF RELEASE

Limitations of imprisonment by itself for rehabilitation:

Many laymen, whether or not engaged in law enforcement or correctional work, have a naive faith in the curative influence of imprisonment for adult offenders. It seems possible that a small minority of inmates, usually those unschooled and inexperienced in crime, may be shocked into self-realization by commitment to prison. The duress of prison existence seems to lead them to effective decisions in regard to later social adjustment. The follow-up studies of prison and reformatory graduates, notably those of the Gluecks, have shown, on the contrary, the fallacy of the belief that imprisonment in itself can be depended upon to be curative of the tendencies or impulses that lead the great majority of individuals to become adult offenders. Instead of placing naive faith in institutional incarceration, it is necessary to analyze critically the entire correctional program from pre-reception to discharge from parole, and to determine how its parts may be improved and coordinated so as to be most effective for the rehabilitation of the individual inmate.

The primary purpose of conviction and imprisonment has been the protection of society. The concept of rehabilitation through diagnostic study, guidance, and treatment in specialized institutions, grew up later, and unfortunately, is still far from fully or genuinely accepted in penal administration. The protection of society will in the long run be achieved best, not by concentration upon the prison program alone, but through the constructive treatment of offenders from conviction to final discharge from parole. *Adequate preparation for release and helpful professional supervision thereafter represent two very important features of the protection of the public.*

The most effective correctional system may, therefore, be a failure if, in addition to the provision of institutional custodial restraints and treatment, equally adequate programs of preparation for release and of supervision thereafter in the community are not provided by the legislative authorities. From a broader standpoint, for the several official groups—judges, probation officers, law enforcement officials, institutional custodial and treatment workers, and parole officers to concentrate upon their own endeavors and to ignore or merely to criticize destructively the activities of

others, is in the long run to retard the progress of the entire profession of correctional service. The important objective should be the sincere cooperation of all concerned in the correctional process throughout the program of rehabilitation.

The essence of correctional treatment:

The adult delinquent must be viewed as a troubled person. His social behavior is the outward expression of his inner state of maladjustment. Normal or ordinary behavior represents a socially acceptable balance between the individual's needs from the world around him and what society expects from him. Often the needs and desires of the individual are so very pressing that they conflict with the rights of others. This is particularly true of the delinquent.

When the adult offender is sent to prison, he must receive help in order to examine his own feelings in relation to his environment. He needs to be able to explore with someone from his point of view *what is wrong in the way he reacts to the conditions of his life*. He must be helped to solve for himself how he came to be the troubled person he is.

As correctional institutions become better able to provide guidance to enable the inmate to face reality and to work earnestly toward self-control, the belief is that they will be able to return a larger proportion of their inmates to good citizenship than is true at present. The man in prison needs first of all to obtain help in understanding and accepting the authority of the institution and in learning to live constructively therein. Later, in the transition to parole, these same personal characteristics will be needed to withstand the certain-to-be temptations of modern society and more positively to achieve the goals of social rehabilitation.

The importance of preparation for release and of reception in society:

The point of view of those concerned with the preparation of this Handbook is very definitely in favor of organized planning of the pre-release program and of some type of supervision for *all* men who are released from prison. To turn a prison inmate loose in present-day society without preparation for community life and without the guidance of correctional caseworkers thereafter, is certainly a procedure unfair to the releasee and full of danger to the public.

There is a strong tendency for human beings in the face of confusion, discouragement or frustration to repeat earlier patterns of behavior. The program of supervision for men or women after release from prison is designed to prevent the acceptance by the troubled or disturbed parolee

of return to criminality as a livelihood. Only in rare cases is it desirable for men or women to be discharged from prison and thereafter to be totally unsupervised. Those who leave the institutions on discharge should be advised to use voluntarily the facilities of the parole bureau or other agencies charged with the supervision of inmates after release. The parole bureau, then, would be a social agency like any other in the community, only one to which men released from prison may have recourse at any time in their later lives.

Although this Handbook is concerned primarily with the policies and procedures involved in the preparation of inmates for release, the point of view is not, however, narrowly concentrated upon the last few weeks of the inmate's prison term. Rather, the thesis is maintained that *the objective of success upon release to the community should be in the forefront of the program from the time of judicial commitment*.

Ideally, we may view the sentencing of a man or woman to a penal institution as a social recommendation for treatment similar to the medical recommendation of hospitalization by the physician. What the judge implies in his commitment of a man or woman to prison is that the individual must for his own or her own good and for the protection of society be removed from the community and placed in an institution. The implication is that the offender will remain there until ready for release. Upon return to community life, the patient hospitalized for tuberculosis has certain limitations placed upon his activities during convalescence. Parole may be regarded as a type of social convalescence somewhat like the physical convalescence of the physically ill patient released from the hospital.

Physicians ordinarily start treatment immediately after the diagnosis, so as to lose as little time as possible. Correctional authorities interested in rehabilitation must also begin constructive treatment of adult offenders in the county jail immediately after sentence has been declared. Certainly state penal institutions should consider the requirements of eventual community adjustment at the time of admission. If this is not so, then it becomes a sad commentary on the correctional process for prison administrators to permit practices at the time of admission or later which are contrary to accepted correctional treatment. These have been defined in the *Manual of Suggested Standards for a State Correctional System*, prepared by the American Prison Association and listed in the bibliography in Appendix A.

The point of view of rehabilitation must be in evidence from the first moment of reception until the time of discharge, according to the standards presented in the aforementioned publication. Wardens, members of parole boards, and other correctional officials may expose themselves to the criticism of being hypocritical in regard to correctional treatment if, for ex-

ample, they parade the concept of rehabilitation self-righteously on certain occasions, such as in speeches before service clubs or welfare groups, and disregard the standards of desirable treatment in the actual day-by-day life of their institutions or agencies.

In an earlier publication of this Committee of the American Prison Association, the *Handbook on Classification in Correctional Institutions*, chapters are devoted specifically to the policies and procedures in the reception of prisoners approved for use in the prison systems of the country. Later chapters are concerned with subsequent phases of the correctional program in the prison. The present Handbook may therefore be regarded as a supplement to this earlier publication.

The principles of release:

The direction toward which penal administration is advancing seems to be the enactment of laws establishing the indefinite or indeterminate sentence broadly interpreted, coupled with release under supervision. Eventually, no inmate should be released until a team of clinical and classification specialists, working with other prison administrative officers, considers him ready to return to community life and their findings meet with the approval of the paroling authority. An arbitrary length of term will be superceded by sentence to prison long enough to prepare individuals to be good householders, neighbors and citizens when they leave the institution. Practically all imprisoned offenders are by operation of law ultimately released. Parole and other methods of release under supervision, such as conditional release, when properly administered, in contrast to clemency or discharge, protect the public by maintaining control over offenders after they leave prison.

At the National Parole Conference called by the Attorney General of the United States in Washington in 1939, a Declaration of Principles of Parole was prepared and approved by the representatives of the public and private agencies there assembled. For the purposes of this Handbook, the conference conclusions have been broadened in the following statement. For any release procedure fully to achieve its purpose, it is necessary that:

1. The releasing authority should be impartial, non-political, professionally competent, and able to give the time necessary for full consideration of each case;
2. The sentencing and release laws should endow the releasing authority with broad discretion in determining the time and conditions of release; however, there should be no posting of bonds nor any monetary requirements for parole, such as a monthly fee for supervision or the payment of the costs of apprehension and conviction;

3. The releasing authority should have complete and reliable information concerning the personality of the prisoner, his personal history and social background, as well as the actual situation which will confront him when he returns to society;
4. The release program should be part of a unified and consistent system of correctional treatment begun at the time of apprehension and prison reception;
5. Individual treatment during the period of imprisonment should lead to vocational competence and desirable habits of work, provide for the acquisition of good physical health, and those leisure time interests and moral attitudes important for satisfactory adjustment upon return to society; above all, it should help the inmate to gain insight into the need for him to accept parole as a personal responsibility;
6. The released offender should be carefully supervised by qualified persons trained and experienced in correctional casework;
7. The personnel employed for the supervision of men released from prison should be appointed under the civil service, retained for merit, and encouraged to advance in professional competence by carefully planned programs of in-service training;
8. The community through its social agencies, public and private, should accept the responsibility for improving home and neighborhood conditions in preparation for the prisoner's release and cooperate fully with the releasing authority in plans for his adjustment.

Summary:

The basic principle approved by the Committee responsible for this Handbook is that the treatment of the offender from apprehension to discharge must be in accordance with a unified and consistent policy. There can be no logical division of the correctional process into pre-reception, institutionalization, and post-release. All phases of correctional treatment must be coordinated in a program aimed toward rehabilitation. The treatment of the offender in the courts, the jails, the prisons and the parole bureau should be carried out in accordance with high standards of correctional casework and directed toward the social adjustment of the offender upon release from prison.

Chapter II

THE DETERMINATION OF READINESS FOR RELEASE

The prediction of behavior on parole:

One of the most crucial problems of the entire institutional program is the determination when the inmate's return to society will be safe for the public and desirable for his welfare. This cannot be determined merely by length of time served. On the one hand, if the inmate is permitted to leave too soon and while still maladjusted, he may fail and return to prison. On the other hand, men who are retained in prison too long may become embittered, depressed, apathetic, or discouraged, so that when released they fail to re-establish themselves adequately in society. Nor, unfortunately, can the institutional record alone be used to determine readiness for parole. Some men with deeply ingrained and socially dangerous patterns of criminality are shrewd enough, and often have had sufficient institutional experience to make an excellent work and conduct record in prison, and yet actually be among those with the poorest likelihood of success on parole. In short, parole boards are confronted by very difficult psychological problems in determining the optimal time of release for the welfare of the inmate and for the security of those in the community among whom he is to live.

Statistical studies of factors making for parole success or failure have attempted to provide an answer. Thus, in Illinois, an index of readiness for parole has been developed and is now used routinely by the parole authority. Burgess and others have reported (see Appendix A) that certain factors correlate positively with success on parole. These include the *type of offense*, "men convicted of sex offenses, murder, and manslaughter show a relatively low rate for violation of parole, while those convicted of fraud and forgery have high rates of violation"; the *number of crime partners* in the original offense, the lone wolf type of offender showing the highest rate of violation; the *type of personality* (hoboes, drug addicts, ne'er-do-wells have higher rates of failure than farm boys or newly arrived immigrants); *previous work record*; and *age at parole* (youngest and oldest have lowest rates of violation). *Punishment record in prison, intelligence, psychiatric personality type*, are still other factors which differentiate between success and failure.

By giving points for favorable status in these factors, the researchers

have developed expectancy tables. Thus, Illinois has used 21 factors. If a man were favorable on all 21, his score would be 21; if favorable on 10, his score would be 10; and if favorable on only 2, his score would be 2. The findings of Burgess and others made very clearly evident a relationship between the number of points the inmate received and his success or failure on parole. For example, those parolees with an index between 16 and 21 had a violation rate of 1.5%; those with 7 to 9, 43.9%; and those with 2 to 4, 76.0%.

The Committee believes that there is need for further exploration of these methods. Any such statistical devices, while significant for groups of cases, have to be tempered in individual cases by the subjective studies and clinical evaluations of the inmate's personality. The latter are the customary ways of appraising readiness for parole. The parole board is concerned with individuals, not with groups of men, so that the parole prediction index of the sociologist in Illinois is usually regarded by correctional workers as only one part (albeit an important one) of the pre-release study of the inmate.

The coordination of the institution and the parole bureau:

One of the major needs in the determining of readiness for release is the coordination of institutional and post-institutional programs for the inmate. All too often there has been a tendency to separate the work of the institutional staff from the efforts of the parole bureau or other agency dealing with the men after their release from the institution. This is very costly administrative blindness. Recently, in several states, plans have been developed whereby the representatives of the institutions and of the parole bureau cooperate in formulating the detailed program for the individual during his incarceration. If this coordination is not achieved, then the helpful momentum from the institutional program may be lost, and any post-institutional program may consequently be less constructive.

Coordination in the central office of the correctional system has been accomplished in New York, California, Michigan, and other states by an agency representing both institutional and parole authorities. The simplest administrative procedure to coordinate parole and institutional work is to have someone on the institutional staff who understands the problems of parole supervision and can work effectively with the parole bureau. The term "institutional parole officer" has been used to designate this position. This worker must have the confidence and support not only of the institutional management of which he may be a part, but also of the staff of the parole bureau.

In the New York correctional system, parole officers from the staff of the parole authority are assigned to all of the institutions. In most places,

especially where the service units are operating, the parole officer participates actively in the classification and casework program of the institution. He is responsible for evaluating the inmate's program in the institution from the standpoint of its usefulness after release. The service unit consists of a guidance supervisor and an assistant guidance supervisor both with good social casework backgrounds, and one or more parole officers. It is obvious that these individuals, working closely with the institutional staff, should be able to achieve the coordination of institutional treatment and parole supervision. Essentially, the success of any program like the service unit depends upon mutual good will. Unless this cooperative spirit between the institution and the parole bureau is present, any plan of coordination may fail. It is well to add that there is some controversy over whether the institutional parole officers should be administratively under the institution or the parole bureau.

Casework aids to release planning:

Three documents need to be prepared in order to assist the paroling authority and the parole bureau in their work with individual inmates. These are, first, the *pre-board summary*; second, the *parole referral summary* of the Classification Committee which is sent to the parole bureau; and, third, the *final pre-release progress report*, which is supplementary to the referral summary and compiled at the time the man is scheduled to leave the institution. It will be referred to again later in this chapter. These three terms are used here as descriptive of functions; the terms themselves do not have widely accepted usage. The first two will now be defined at greater length.

1. After the calendar has been established for the monthly or quarterly parole hearings, the institutional parole officer, or if time permits, the Classification Committee, should prepare a brief, up-to-date *pre-board summary* of the inmate's case. This should summarize the man's case history and be organized for easy reading. The salient points should be clearly given. These are the factors considered by the parole authority in determining whether or not parole is to be granted. The contents of the pre-board summary should be defined initially by the parole board in conference with the classification staff. They would be revised later as necessity warranted. The resultant summary should be a practical statement of the inmate's history which can be given thoughtful consideration in the time available to the parole board for hearing his case.

2. The *parole referral summary* should be prepared by the classification staff for the use of the parole bureau. The purpose of this summary is to indicate to the field workers what the staff of the institution con-

siders to be essential for the best interests of the individual parolee and for the protection of society. It is very desirable that, because of the tremendous importance of the *parole referral summary*, the classification committee should meet and consider fully the inmate's personality and his needs for adjustment upon return to society.

The pre-release classification committee meeting should be held about two or three months before the man is scheduled to leave. Present at the meeting should be the warden, the associate wardens for custody and for welfare and training, and about three or more other officers who have information about the individual, including the supervisor of education, the chief medical officer, the psychiatrist, the psychologist, the sociologist, the chaplain, or others designated by the warden. The institutional parole officer should always be present. In the larger institution, in order not to take too much time of the staff, it would probably be permissive to have officials, other than the institutional parole officer, appoint one or more alternates. If this were done, then each might be expected to attend half or less of the meetings.

Sufficient time should be given to the all-important pre-release meeting of the classification committee in order to plan a practical and comprehensive program for the inmate. The consideration of the case would be adjusted in length to available staff time. The findings of the meeting of the classification committee will be presented to the parole bureau in the parole referral summary, an outline of which is presented below. Experience will indicate the order in which these items should be discussed at the meeting of the classification committee and presented in the written report. The actual use of the parole referral summaries by parole officers in the field should determine the plan of presentation and the degree of comprehensiveness.

The contents of the parole referral summary:

- I. The general background and present status of the inmate:
 - (a) Legal status with regard to release
 - (b) Previous criminal behavior in relation to parole situation
 - (c) Social history (including family relations, social welfare assistance and use of leisure time)
 - (d) Physical well-being
 - (e) Work record (pre-institutional experience related to industrial and maintenance record in prison)
 - (f) Personality adjustment in prison (including appraisal of disciplinary record)
 - (g) Other matters

- II. Report of institutional program:
 - (a) Treatment of personality maladjustment
 - (b) Vocational training
 - (c) Academic education
 - (d) Medical treatment
 - (e) Recreational activities (including hobbies)
 - (f) Religious interest
 - (g) Other matters
- III. The inmate's own plans and concern over parole:
 - (a) Preferred place of residence
 - (b) Type of work desired
 - (c) Family relations
 - (d) Problems anticipated by inmate
 - (e) Other matters
- IV. Comments by the compiler of the report
- V. The staff recommendations:
 - (a) Level of supervision (maximum, medium, minimum)
 - (b) Specific suggestions in regard to supervision
 - (c) Residence
 - (d) Work
 - (e) Program (education, religion, recreation, etc.)
 - (f) Special needs (medical, financial, etc.)
 - (g) Other matters

The importance of the parole referral summary:

Before the proposed contents of the above outline are discussed it is relevant to answer possible objections to the several hours to be employed in the preparation of the parole referral summary. Of all institutional reports concerned with inmates, none is more worthy of being prepared adequately than this. Obviously, the greatest test of the value of the prison system for the men and women inmates who return to society is how well they adjust there. Rehabilitation is the objective toward which modern prisons profess to bend their efforts. To do this basic job well, a comprehensive care and treatment program is essential. The parole referral summary represents the final evaluation of the effect upon the inmates of this investment in their welfare by society.

The classification staff must have sufficient time to consider the needs of the inmate upon return to society. To do this type of casework well requires considerable effort. Obviously there should be no penny-wise short-cuts to effective casework when questions about the inmate's return to society are raised.

The parole referral summary is sent to the field officers of the parole bureau. Presumably they may consult other data about the parolee in addition to the referral summary. In New York and California, the parole officer may review the cumulative case history of the inmate. This includes the important factors in the pre-institutional history and a brief chronological account of major occurrences in the institutional history, beginning at the time of reception.

The parole referral summary represents a general plan for the care and treatment of the parolee. Obviously there may arise the need for modification as circumstances dictate. However much necessity may require the paroling agencies to revise the recommendations of the parole referral summary, it still remains the basic clinical document for the determination of the man's program upon release, since it represents a comprehensive study by the institutional staff of his entire record.

Discussion of the contents of the parole referral summary:

The above outline may now be considered in the above order of topics.

1. Under the first heading should be included material of value to the parole officer, not only from the standpoint of the man's future welfare but also for the protection of the public. First of all, the previous criminal behavior should be considered in connection with possible restrictions in his release placement.

The major content of the social history would be available elsewhere in the record. Here only material relevant to conditions on parole need be included. A good source of information in regard to family relationships may be the mail and visiting records. Social services may be needed; for instance, the public assistance grants should not be cut off too suddenly and before the man is ready to reassume responsibility for the support of his family. In some cases, especially those of women inmates, the return of the parolee may mean a regathering of the family or re-establishment of the home.

The use of leisure time prior to commitment may be an important social factor in parole planning. The medical report may have bearing upon parole adjustment. The pre-prison and institutional work records are of obvious significance in connection with placement, especially the types of work the man can do well. Finally, the personality adjustment of the man, his ability to get along with people, must be carefully considered. This would include the appraisal of the meaning of his disciplinary record in prison as it may relate to adjustment on parole. The likelihood of

emotional disturbances being present which may render him liable to commit additional offenses, to abscond from supervision or to have other social difficulties should be noted in this phase of the referral summary.

II. The second general heading is significant because institutional attitudes and response to treatment may be predictive of what may be expected of the inmate when he is returned to society. The items herein summarize what was accomplished with the inmate during his stay in the institution. Reports of the results of the inmate's participation in personal counseling or psychotherapy, in group therapy or other means of improving personal adjustment must be given careful attention. The psychological and psychiatric findings and recommendations in the case study should be reviewed. They may offer practical suggestions for the supervision of the parolee.

Vocational training and academic education should be a basis for consideration not only in regard to job placement, but also the use of leisure time when released. Recreational activities and religious interests shown in the institution need to be considered in planning for the man's life in the community. Similar types of programs may be considered in connection with release plans. The training program in the institution and the leisure time interests and activities need be considered thoughtfully with a view to possible continuance of constructive activities after the man has been released. From a negative standpoint, the misuse of leisure time in prison may be significant enough to report. The relationships with other inmates would be relevant in this section. Is the man a leader or a follower; with what types of inmates did he associate?

III. The third section should contain very significant data in regard to the planning of his life upon release. After all, it is essential to know how the man himself feels about his future. Where does he prefer to live? What type of work does he desire? What family plans does he offer? Psychologically there may be important problems in the inmate's mind as he is confronted by the possibility of release. What is there, for example, about his return to society that threatens him? What special needs or wishes does he have which should be considered thoughtfully by the parole officer? If the field officer can understand and meet these and other problems reasonably well, then crucial factors in the adjustment of the inmate may be handled adequately. The releasee may still have other difficulties, but at least the innermost ones, those which may disturb him significantly within himself, may have been noted and perhaps dealt with through group guidance or counseling and other methods of the casework approach. It will be necessary usually to place the man in the community without being able to meet all of his particular desires and needs. Any very significant variations from his requests, for example,

a change in the locality to which he is released, should be discussed with him fully by the institutional parole officer, in order that he understands why these particular concerns of his could not be fully resolved.

The problems anticipated by the inmate and reported in the parole referral summary should be considered in the counseling relationships with the institutional parole officer or others before release. Men leaving prison have many emotional disturbances, worries or anxieties, which affect seriously their initial adjustment after release. Much can be done through individual or group counseling before the inmates leave to allay these worries and to indicate to them their universality among persons about to be released from prison. It would be most unwise to overlook these inner emotional disturbances since they may be significant as causes of difficulties after the man returns to society. The parole officer would be assisted in handling these and other problems if mention were made in a supplementary report of how the inmate reacted to counseling in the final days of his institutional experience. It is essential that the *final pre-release progress report* be prepared describing the general psychological state of the inmate during the final days immediately before release.

IV. The classification specialist, be he sociologist or psychologist, or any other worker, should have learned a great deal about the inmate in the course of his compilation of the parole referral summary. The thoughtful worker may have some valuable suggestions because of his opportunity for acquaintance with the inmate as a total personality. It is conceivable that in some instances the comments in this section of the report may offer exceedingly valuable insight into the needs of the individual and suggest practical methods for dealing with him in the community.

V. Under section five should come many suggestions of considerable value in advising the field officer in regard to placement and planning for the inmate. Not only do the members of the classification committee make their own comments on the post-release program, but also the rank-and-file members of the institutions may have many valuable suggestions in regard to the helpful supervision of the inmate when released, since often they may have discussed with him informally some of his major problems upon return to the community. Arrangements need to be made for the systematic accumulation of the reports of the staff members dealing with the inmate at all times during his stay in the institution, but especially at the time of release consideration. These reports by the staff contribute significant data in regard to the man's feelings and attitude toward society, toward himself, and toward his associates after release.

The reports of correctional officers and other employees and of the classification committee members may help greatly to determine the degree

of supervision after release that an inmate may need. Some states use three levels of parole supervision: Maximum, Medium and Minimum. These are defined in terms of available field staff. Definitions of these terms for the California Bureau of Paroles may be found in the *Parole Officers' Manual* of this agency, listed in the bibliography in Appendix A.

The rank-and-file personnel of the institution are good sources of information in the determination of level of supervision on parole because of their opportunities for observation of the inmate during the months of his institutional confinement. Often they have data of value in determining recommendations as to residence, work, leisure time program, medical or financial needs, and other matters of importance to the field officer. The reports of these staff members may be combined with those of the classification and administrative officers in determining the program for the inmate after his release. Of course, most of the recommendations will issue from the information compiled in the first four sections of the report.

The following is a sample parole referral summary. It was taken from an actual case. The identifying data have, however, been changed.

PAROLE REFERRAL SUMMARY OF JAMES R. SMITH (11070)

I. General background and present status of inmate:

Subject is a 59 year old first term convicted of Assault with a Deadly Weapon, serving a sentence of 0-10 years. Subject's criminal behavior in relationship to his parole situation seems dependent upon his being properly counseled as to his associations with women. Subject is of an extremely jealous nature. The victim is in fear of him.

The subject was married for the second time in 1946 and subsequently his wife separated from him and later divorced him. He continued to see her. On one Sunday afternoon while visiting her, following the divorce, he drew an eight inch boning knife and stabbed her. Fortunately, the wife did not die.

Subject is the second of five children. He started working when he was 16 years old. Subject was first married at the age of 18 in Atlanta, Georgia. He moved from there to Texas where he worked for 3 or 4 years as a meat cutter. He continued his trade and moved to Santa Fe, New Mexico. Subject also learned the trade of baking, which he followed for approximately ten years.

Subject seems to have been beset by marital difficulties for a number of years. His first wife divorced him. He lived in a common-law union for a number of years and finally in 1946 married the woman who was the victim of the present offense, which seems to have been an outgrowth of the second marital situation.

Subject's personality adjustment is only fair. Subject still feels himself to be quite mistreated and misunderstood. He also feels that perhaps he is the best butcher the world has ever known.

In prison, the subject's disciplinary report was clean. He tended to stay by himself. He worked hard. Feels he has learned how to get along better with people.

II. Report of the institutional program:

In prison, he attended Alcoholics Anonymous and seemed anxious to overcome intemperance which he claimed got him into prison. Physically he is in excellent shape. Subject has taken an English course while being in the institution. His institutional assignment has been to the Butcher Shop, where he claims to be the only real butcher there. His work reports grade him as being very good. The subject has no hobbies and no particular interest in outside activities. He has a Protestant background. Attendance has been intermittent.

III. Inmate's own plans and concern over parole:

Please note that subject as a condition of release is not to go to San Fernando or visit there for any reason. He will go anywhere else in the state and would like to work at his trade. The subject has worked as a butcher and meat cutter for many years, and has an affiliation with the meat cutter's union. The subject is trying to secure placement through the union.

IV. A good parole prospect if carefully supervised, if employment is found and if subject is able to withstand temptation to drink.

V. Staff recommendations:

Maximum supervision is indicated. The subject should be required to maintain steady employment. Suitable residence should be had and a program of outside interests should be mapped for him. He will need assistance in securing friends. Attendance at Alcoholics Anonymous should be urged. Contacts with local Protestant church should be encouraged.

October 14, 1949.

Signed: *Robert Haven*

Institutional Parole Officer.

Changes in the release plan of the man after the parole referral summary:

Considerable time is usually invested in arrangements for the man's placement in the community. If later circumstances indicate doubt as to his eligibility for release, the classification committee should be able to recommend to the releasing authority a postponement of the release date. *All programs for release should be contingent upon continued good conduct, industriousness and evidence of sincerity for self-improvement until the inmate's departure.* Men should not be released if their attitudes become notably uncooperative in any aspect of the work or training program. The man who slumps in his institutional behavior, who indicates

that he is about to leave and does not have to continue his willing cooperation with the staff, may be a doubtful risk for placement in society. The staff must, however, be alerted to symptoms which indicate anxiety or excitement over release rather than actual uncooperativeness.

The opportunity should be offered the institutional staffs not only to recommend postponement of release after it has been granted, and scheduled, but also the revision of recommendations and plans for the parole program. This information, as the *final pre-release progress report*, should be conveyed promptly to the field officer. There must, indeed, be a free flow of communication and genuine cooperation between the field staff and the institutional officials, so that new information will be readily used in planning for the welfare of the man or for the protection of society.

Release of inmates to out-of-state parole:

Practically all states have passed legislation to enable them to cooperate with other states under the Inter-State Parole and Probation Compact, in accordance with the procedures defined in the *Handbook on Inter-State Crime Control* listed in the bibliography in Appendix A. This publication contains the details of the operation of this Compact, including a statement of its legal aspects.

Before a man is released to another state for supervision on parole there should be the same careful consideration of his case at the pre-release classification committee meeting, as of all others. In fact, in order to advance the administration of the Compact and to increase good will among the states, the responsibility would be at least as great in the cases of men released to live in other states as for those who are to remain in the same state. Release from prison to another jurisdiction must not be a means of getting rid of an inmate by passing him along to another state. Likewise the prisoner should not get the idea that he will be given a shorter sentence if he plans to go to another state. Instead, these older short-sighted notions of officials and inmates must be replaced by constructive release planning. Otherwise, the objectives of the Compact would be voided and in time this circumvention of the spirit of the Compact would be disastrous for the entire program.

For good inter-state casework, the releasing state must convey to the receiving state a complete case summary of the man, similar to the parole referral summary. This should include the details of his program on release, as evolved by the classification committee of the sending institution at its pre-release classification meeting. All facts of the history must be sent. The evidences of constructive development of the inmate are very important.

So are the facts in regard to his criminal history or institutional infractions, which are significant in connection with the protection of society during his placement on parole. For the best interests of all concerned, the receiving state should be sent complete information in regard to the man's personality and the conditions under which it may be possible for him to succeed on parole.

The receiving state is likewise under obligation to do careful casework in connection with the placement of the man. They have naturally a serious responsibility for the protection of their own citizens against the likelihood of a repetition of criminality on the part of the parolee. They have the same obligation to the sending state to carry out the release program planned for the welfare of the man as they would for their own parolees. The Inter-State Parole and Probation Compact is therefore a genuine challenge to the interest and integrity of all parties concerned. It will succeed only if all who participate act with the greatest sincerity in carrying out its purposes and policies.

Those who have associated themselves together for the administration of the Inter-State Compact have prepared rules, regulations, and forms designed to make the actual operations of the Compact uniform throughout the various states and in accordance with the agreements into which all have entered. It is essential that the procedures developed be carried out and the records and forms be used in connection with all such inter-state transfers. The receiving state is also under obligation to convey to the sending state occasional reports in regard to the parole progress of the individual concerned.

The most important value of the Inter-State Parole and Probation Compact is its usefulness for the welfare of the inmates upon release to society. It lays the foundation for the continuity of treatment from reception in prison to final discharge for many inmates who previously would be released to another state without much likelihood that adequate supervision would be provided there. Another great value is its usefulness in strengthening good will and mutual understanding among institutional and parole workers throughout the country.

Summary:

A very difficult problem in penology is the determination of readiness for release. This can best be arrived at through the use of the most practical and advantageous clinical methods. The entire staff of the institution must collaborate in the preparation of the pre-board summary. This should be an orderly and carefully planned document to provide the parole board with adequate information for their decision.

The necessary and desirable contents of the parole referral summary are outlined and discussed in this chapter. It should contain the information needed by institutional and parole officials in planning the program on release. The parole referral summary should be, if possible, the outcome of careful study at the pre-release classification meeting. High standards of correctional casework should prevail not only in the ordinary release program within the state, but also in carrying out the Inter-State Parole and Probation Compact.

Chapter III

PRE-RELEASE PROCEDURES IN THE INSTITUTION

Preparation for release:

Immediately after the court has sentenced the man to prison is the time when in practically all cases preparation should begin for his eventual release to the community. Unless this is done, data may be lost of practical value significant for the prediction of the behavior of the man in the institution, his training needs while there, and his preparation for release. Some prison systems have carefully prepared forms for use in obtaining the information from the local authorities.

In the *Handbook on Classification in Correctional Institutions*, published by this Committee in 1947, several chapters are devoted to the institutional approach to the diagnostic study, guidance and treatment of inmates with a view to their social rehabilitation. In describing the activities of reception centers, the Handbook stressed the desirability of beginning pre-release preparation at such centers, through orientation talks by parole officers to groups or by individual interviews. Such procedures serve to provide the new inmate with accurate information concerning parole and how he may prepare for it.

The initial classification meeting is of tremendous significance. It should focus upon the individual all the training and welfare resources of the institution. What is most important, his personal appearance before the committee should make him aware of the helpful concern of the staff for his personal advancement, and his own need to accept responsibility for his program. Subsequent reclassification should represent the continuance of this policy of individualized treatment. The inmate should be made to feel that he is not lost or forgotten in prison but still considered as a person rather than merely a numbered prisoner. The entire program is slanted toward success on parole.

Group counseling and guidance at release:

The ordinary institutional administrator would promptly and justifiably indicate the impossibility at present of providing for lengthy individual counseling at the time of release. Fairly good facilities can usually

be developed for group guidance. Many problems are similar for practically all men about to be released from prison. The discussion of these matters may be carried on quite effectively in groups under competent leadership, according to the reports of experiences in many institutions through the country. Physicians have discussed hygiene; the librarians, reading as leisure time recreation; specialists in family relations have dealt with that subject, and so on. Discussions of parole rules and regulations such as prohibitions against drinking or gambling may be presented sensibly and understandably in group counseling or guidance. Such topics need be handled with extraordinary professional skill. These group meetings may be ridiculed by the inmates if an authoritarian individual ignorant of the social conditions in the neighborhoods to which men are likely to go on release attempts to deal in a lofty or idealistic or moralistic manner with these problems. The degree of emotional stability, maturity, and worldly-wise experience of the leader is obviously an essential factor in the success or failure of the program.

Various types of printed or mimeographed material have been developed to accompany the group instruction of men about to be released. In one instance, in the State of New York, material has been combined in a publication, *Institutional and Parole Problems of Inmates*, listed in Appendix A. In other places, mimeographed outlines for discussions of these topics have been used effectively according to the reports of institutional workers in various states. The Committee on Classification and Casework of the American Prison Association has discussed the preparation of a demonstration text as illustrative of what may be used in courses for inmates at the time of release. Any textbook of this type should be written in adequately simple vocabulary. It may be given a title such as *Getting Ready for Community Living*. Each prison system may need to prepare its own text to describe its particular policies and procedures.

The following are examples of topics now included in pre-release classes through the country:

1. The reasons for parole supervision;
2. The parolee's personal responsibility for his success or failure;
3. Relationships with parole officers;
4. The conditions of the Ticket-of-Leave;
5. The most frequent causes of parole violation;
6. The nature of technical violations;
7. Economic problems, including the personal budget, the operation of social security, etc.;
8. Opportunities for educational and vocational training;
9. Attitudes toward employers and other employees; applications for work;

10. Adjustment to family life;
11. Health problems and sex hygiene, the work of Alcoholics Anonymous, etc.;
12. The value of religion in daily living;
13. Legal questions, including restoration of civil rights, registration in counties and communities;
14. Enlistment in the military services;
15. Mental hygiene and personality development;
16. Relationships with law enforcement officials;
17. Leisure time activities;
18. The administration of justice, the purpose of courts, law enforcement agencies, penal institutions and parole authorities.

Each of these topics, obviously, would lend itself to lengthy group discussion. Matters of parole administration like the prompt arrival at the office of the parole bureau, relationships with parole officers, the types of reports required, reasons for the violation of parolees, and questions of civil rights, involve very serious considerations for the prospective parolee. Many questions are raised by them. For example, what are the consequences when a man after release violates his parole either by not reporting to his parole officer or by changing his residence without permission and also thereafter failing to report? What should the violator-at-large do who has not committed another crime, has established himself satisfactorily in the community and wishes to surrender in order to clear up his debt to society? Under what conditions may he make amends for having absconded from parole? Must he return to prison? How should he go about reporting himself, and to whom? Will he get better treatment from the parole authorities if he gives himself up without being apprehended? It is evident that questions like these involve many problems in regard to the protection of society and the welfare of the man. It is possible for the discussion of topics of personal conduct and standards, if handled unwisely, to result in confusion, hypocrisy, or other undesirable outcomes. Hence, the emphasis placed upon capable and mature group leaders.

Social education has been a term used to describe this preparation for community living. Such seemingly simple matters as applying for a job, getting along with fellow employees, and many of the topics listed above or already discussed are part of this general field of personality development. Materials for inmate reading have been prepared in the federal prison system and the New York correctional system in the field of social education. In the discussion of alcoholism, the film, "Problem Drinkers", a March of Time treatment of Alcoholics Anonymous has been reported as favorably received by inmates in the pre-release program of

the Federal Penitentiary at Lewisburg, Pennsylvania. Other lessons necessary for community adjustment are illustrated by other motion pictures. The relationship of inmates to the police is of great significance. The California Institution for Men invites a representative of the sheriff's office or of a local police department to meet with the pre-parole class and talk over the relationships of parolees to the law enforcement officials.

Perhaps the most important lesson to be taught, and the one with which the pre-release class should begin and end, is the man's own responsibility for success on parole. Anxieties over how they will be treated by friends and relatives, by the police and especially by the parole officer are natural enough. The tendency to avoid facing their own responsibilities by projecting them on to other persons is normal human behavior; thus, if a parolee loses a job, not he himself but the parole officer is to blame. It is essential for the teacher of the pre-release class to acknowledge the importance of these and other human failings or self-deceptions. The most valuable lesson, therefore, is the one which clearly and definitely places the major responsibility for success or failure on parole where it belongs, namely, on the man himself.

Summary:

It is now axiomatic among penologists that preparation for release must begin as soon as possible after conviction. Everything that is done by way of classification and treatment in prison must be aimed toward eventual return to community life and adjustment there.

Individual counseling is especially important and as much as possible should be provided. Most correctional systems today have insufficient staff to meet the needs of those about to be released on an individual counseling basis. The values of group counseling are now widely accepted. Pre-release courses are in use in many prisons. These are planned to answer the questions of men leaving prison and to help them meet the practical problems of life in the community. The fundamental psychological objectives of these courses are to relieve the men of worry or anxiety over failure in the community, provide practical instruction in meeting the problems of community living, and above all to aid them to accept the fact that the major responsibility for success or failure falls upon the individual parolee himself.

Chapter IV

PRACTICAL CONSIDERATIONS IN RELEASE PLANNING AND SUPERVISION

The problems of adjustment confronting a person released from prison are far more complex than the difficulties faced by the ordinary person who is moving to another community and entering a new line of work. Most strikingly, there is the need for adjustment to being comparatively free after months or years of imprisonment and constant supervision and control. Some of the interesting psychological problems of release will be discussed in a later chapter. Here we are concerned with the basic living requirements.

Discussion of the matters which follow should obviously be included in any pre-release course for inmates. It is important that the pre-releasee be given an understanding, for example, of the current cost of living. This has been accomplished in some places in the pre-release class by the use of newspaper advertisements about housing, clothing, shoes, employment and the like. Likewise, menus from the less expensive restaurants which the average parolee may patronize have offered interesting and practical methods of instruction. These topics would be included as part of the detailed instruction on budgeting. Another example is the discussion in class of the cost of medical and dental care in the community, especially the possibilities for free or inexpensive assistance to parolees from community agencies. Since the latter retain their status as wards of the state after release they are eligible for local or county clinical treatment or hospital care.

Clothing and shoes:

To release men from prison dressed so poorly or so conspicuously as to interfere with their chances for normal adjustment in society is poor economy. Every evidence points out that the release of a man in ugly or uncomfortable clothing and shoes is very impractical. Parolees may, for example, be readily recognized as ex-convicts and exploited by undersirable associates who may lead them down the road to failure. Their appearance may interfere with employment. Instead, the clothing and shoes, whether made at the prison or purchased, should be like those of other persons, that is, of reasonably good quality and of recent style.

The provision of an outfit of clothing to wear while at work is also important. Men should be given ample under-clothing, shirts, socks, and ties. Other articles of attire, even eye glasses, should be reasonably attractive. To spend thousands of dollars during the prison term presumably with social rehabilitation in mind and then to save a few dollars in the cost of the inmate's clothing at release, and thereby run the risk of his failure upon return to society, is indeed penurious. By way of contrast to this shortsighted policy, it should be noted that in some states, the Bureau of Vocational Rehabilitation has provided prosthetic devices (artificial legs, arms, hands), glass eyes, hearing aids, eye glasses and other personality aids to community adjustment.

The United States Penitentiary at Lewisburg, Pennsylvania, has developed the plan of permitting releasees to select their outfits of clothing, shoes, and toiletries on a point basis. Each article is assigned a point value. The inmate is permitted to spend a specified number of points. Display rooms similar to an outside store are used. This interesting plan has now been tried successfully in other institutions. In addition to selecting their outfits as they might in the outside world, there is also need for the men to have an opportunity to wear these clothes at times during a week or two before leaving the institution.

Gate money and other resources:

The present cost of living makes it imperative that the man have at least \$25.00 and preferably \$50.00 in addition to his transportation costs upon release from prison. Even the larger amount is inadequate. Sometimes parolees have to wait a few days before starting work and thereafter a week or more before they receive their salary. It is evident that this small amount of gate money must in some way be supplemented. The usual procedures in the states that are vitally concerned with the welfare of men on parole is to arrange for temporary assistance from social agencies or special loans for men who have no funds, in order to "tide them over" until pay-day. The most sensible plan would be to provide means through enforced earnings while in prison so as to enable *all men who leave* to have the security upon release that sufficient money to meet their immediate and necessary living expenses in the community would insure. This could be done if arrangements were possible for all inmates to receive pay for work in maintenance, industry or camps during the final months of their stay in prison.

In some correctional systems, when the man at the time of release has ample resources in addition to his gate money, these have been transferred to the local parole office where he may draw upon them as his needs

warrant. This averts the situation where the man leaves prison with considerable money and spends it recklessly, sometimes even before arriving at the district parole office. The initial reaction to community life upon release from prison may involve in some the desire for excitement or dissipation; in others confusion and loneliness. The speed of traffic, the lure of shop windows, the temptations of drinking establishments may be sources of confusion or disturbance or failure in the first few days of freedom. The men's resources need to be conserved for them. The procedure of sending any additional resources to the parole officer for safe-keeping until needed is by no means a universal practice, nor do all penologists agree as to its value.

Provision for the transportation of men to their homes or to the communities where they are to reside should be adequate. The men should be released at a time which is convenient for them to reach the district parole office before it closes for the day or to obtain transportation to their destination without a long wait for a train or bus. Means should be provided for meals enroute as well as a railroad or bus ticket. Experience has shown that in some instances it is desirable actually to put the men on the train, since either they are ignorant of such matters or have forgotten them, or because there is some question whether or not they would be able under their own initiative and direction to start their journey. In the cases of men who are mentally defective or otherwise incompetent to handle their own affairs in the somewhat complicated situation of travel, it has been found desirable to solicit the assistance of the Traveler's Aid or the transportation officials to help the man reach his destination.

Housing:

In view of the small amount of money which most inmates have upon release it is obvious that the matter of finding a place for them to live is always difficult. The cheaper hotels or rooming houses are usually in the most disorderly areas of the community. Former inmates are subject in these places to the establishment or the renewal of anti-social associations and to greater chances of return to criminality. In a few communities, such as Chicago and Philadelphia, special housing facilities have been established for parolees by private welfare agencies. Some of these have been criticized by penologists as not meeting the needs of parolees.

A number of social welfare organizations such as the Salvation Army, the Volunteers of America, the Veterans' of Foreign Wars, the Society of St. Vincent de Paul, provide food and lodging for the men for a brief period of time to tide them over during the initial days in the community or during periods of want or unemployment. Too great an emphasis cannot possibly be placed upon the need to establish means for assuring the

adequate housing of men newly released from prison, and informing them of available social resources. This practical problem should be discussed clearly and understandingly in the pre-release class.

Medical or dental care:

It goes without saying, that no man should be released to modern competitive society in ill health or with teeth in such poor condition as to handicap him in his daily life. Prior to departure it is good practice to provide a final check-up by the institutional medical and dental staffs. When acute problems are found these are treated, if possible, before the man leaves. When chronic conditions are present which do not handicap the man in earning a living, the parole bureau has been advised as to the means for having the man cared for in the community. This treatment should be scheduled on week-ends or evenings so as not to require absence from the job. In these cases, the man's cooperation in treatment and hygiene while on parole may be a condition of his release from prison.

Employment:

In some states men are not released from prison except upon discharge or pardon unless they have the assurance of employment in the community to which they are going. It is good practice to have this employment checked carefully by the field officer of the parole bureau. Some states conduct employment bureaus for parolees. In connection with the release of all men it is desirable that any questions of union membership be resolved long before they leave, so that they may, if possible, regain their union cards and have greater likelihood of permanent employment. It is necessary also for the institutions to be assured well in advance of release that the man has his social security card, which is required in many occupations before employment.

The question of divulging to the prospective employer the man's status as an ex-inmate is usually answered in the affirmative; namely, that the employer should be told confidentially of the man's status because in the long run this is the most satisfactory thing to do. Most prison systems and parole bureaus make a practice to inform the employer so that future contacts with the firm will not be hampered by any unpleasant developments surrounding the discovery of the identity of the man through accidental circumstances. Occasionally there are situations in which the problem of telling the employer seems likely to result in the man's loss of a position. It seems best to have this happen rather than to have revealed that his employment through the parole authorities was not completely honorable. It is also good mental hygiene to have the parolee face and accept his

prison experience and its occasional embarrassment and inconvenience without an excessive emotional reaction which may lead to his downfall.

Employment offers should always be carefully scrutinized in order that the former inmate may not be exploited. Situations have been known where employers have paid parolees less than other employees doing the same work. There are also on record instances where the men have been abused by employers who have threatened them with violation, or black-mailed by fellow employees who have threatened to divulge their status as ex-inmates. The parole bureau must be kept well informed of the treatment accorded to parolees by their employers and associates.

Initial contacts with the parole officer:

As fundamental as any of the above for the man's success after release from the institution are his relationships with his parole officer. First of all, the inmate must be carefully instructed to go directly to the office of the parole authority to which he is assigned, or if he is to report by mail or to some local agent, to do so promptly. Where the distance involved makes difficult the initial contact with the parole officer in his office, the burden of making the first visit should rest upon the parole officer. In order to counteract the temptations of the trip there from the prison, some institutions actually use pictures showing the route to the office and discuss them during the class period. In some instances the men are briefed before departure as to when the train or bus leaves, how to get to the station, where to change cars, and the like. *Promptness in reporting to the parole officer is the first major test of the parolee.*

Good rapport between the officer and the parolee, the frankness of the relationship, whether the man discusses his problems or hides them from his parole officer, present very significant considerations. The parole officer must be able to elicit confidence. The parolee may need advice in obeying the rules and regulation of the Ticket-of-Leave. When the parolee has confidence in his parole officer, the likelihood of misunderstanding and failure may be greatly reduced. The preparation for this good relationship must be made before the man leaves the institution.

The certificates of vocational training:

Evidence has been offered from experience in Illinois and also in Michigan to indicate that employers in those regions of the country have been impressed favorably by printed certificates of completion of institutional courses in vocational training. These contain the name of the man and a statement of the course completed. Where these certifications were given after a practical and effective program of trade instruction and the paro-

lees holding them manifested vocational competence and personal stability, the training programs have gained acceptance by employers in the region and have resulted in successful job placements after release.

In some states, the certificates received do not bear the name of the prison. Thus, in Pennsylvania and many other states, the inmates are eligible for ordinary certificates of the International Correspondence Schools. The National Schools in Los Angeles has provided scholarships for inmates, the certificates of completion of which likewise contain only the name of this educational institution. Universities give credit in the same way. In California, the local school districts give elementary and secondary school diplomas under their own imprint.

Summary:

A number of items have been discussed which constitute the major needs of the inmate upon release. He must be in good health. He must have adequate shoes and clothing. He must have sufficient money to take care of his initial expenses. He must have desirable housing. His employment must be in accordance with good placement practice. Especially must he have good rapport with his parole officer. A printed certificate of successful completion of a practical course in trade training has been found to be a helpful supporting factor in job placement.

Chapter V

THE CONTINUANCE OF THE INSTITUTIONAL PROGRAM AFTER RELEASE

It has become the policy of many states to release inmates only if there is the certainty that they will have employment upon return to society. Ideally, the man's job should be in line with what he has learned in the institution. If not immediately, then soon after release the man should be given the opportunity to work at a trade in which he has had instruction or experience either in prison or previously. In general, this has been the policy if not always the accomplishment of parole authorities.

Insufficient consideration has been given ordinarily to phases of the man's life in the community other than employment. Because the parole officers have had little or no time for detailed casework, little attention has been given to assure a plan of continuance of other helpful features of the prison program. The case of a man who has had instruction and practical experience in prison in one of the vocational fields but who needs additional instruction to qualify as journeyman is a good example. His program during parole should include, if possible, the continuance of this vocational instruction in a night class under some local adult education program or if he is a qualified veteran in some private agency. For any practical outcome, the releasing authorities should not merely advise the man to continue his occupational training, but instead the field officer should actually arrange for his registration in some educational program in the community to which he is sent. Such a placement has the advantage not merely of assuring the continuance of his vocational training, but it also offers a significant resource for the stabilization of the man upon his return to the community. He is very likely to have constructive social contacts as well as wholesome and valuable learning experiences in connection with his educational work. The continuance and completion of correspondence courses after release should always be encouraged by the institutional and parole officers.

In the field of religion it may be fruitless merely for the chaplain to tell the man to attend church in the community. If the man has been aided by religion during his stay in the institution and if it seems that attendance at church in the community will be helpful to him, then the thing to do is to arrange for him actually to be invited to the church by the minister or priest. An even more desirable method would be to make

arrangements for some friend or neighbor to accompany him to these services at least on the first occasion of his attendance.

Recreation is another area in which concrete planning should be carried out. During the leisure hours, after work for the day is over, is when many parole violators report that their difficulties first arose. Some prisons now have rather extensive recreational programs designed with a view to meeting individual needs as well as group enjoyment. The wholesome recreational interests of the men cultivated in the institutional program should be continued during their leisure hours on release. Again, it is not desirable merely to give some vague advice in regard to continuing baseball, or craft work or other hobbies acquired in the institution, but instead it is essential to try to make specific arrangements for the parolee to participate in these activities in some group in the community.

Paternalism in parole supervision:

Men released from prison ordinarily are likely to be fearful of disclosure of their institutional history. Others suffer acutely from feelings of inferiority and are afraid to participate in group activities in the community. It is essential that the parole bureau bridge the gap between parolees' desires to belong to some group or to participate in an activity and their fears and inhibitions. The suggestion offered above, that the details of the release program be developed for the man by the active first-hand endeavors of the field officers, would be especially applicable in the area of leisure time interests.

Superficially, it may seem that the above somewhat paternalistic attitudes and behavior of the parole officer in regard to the man's use of his free time may seem to be in contradiction to other suggestions in this Handbook which emphasize self-direction in the parolee. This is not necessarily true. If the parole officer is able to receive adequate information and recommendations from the institution then he knows what the particular parolee has enjoyed or profited from previously in prison as leisure time interests. The serious parolee will appreciate assistance in overcoming timidity, inertia or other obstacles within himself to participation in constructive activities during his leisure time. If parole is an extension of institutional treatment into the community and if the parolee has agreed with the program planned for his release including his use of leisure time, then these paternalistic efforts of the parole officer on his behalf are used merely to assist the parolee in accomplishing his own desires and not forcing him to do things against his wishes. The goal of good casework on parole would be gradually to lessen this paternalism as the parolee approaches the time of discharge. The above paternalistic plan raises questions in regard to the supervision of parolees, the answers to which have not been unani-

mously agreed upon by those who have participated in the preparation of this Handbook. The major reason for our concern is the realization that to do this type of positive, supportive and authoritarian-seeming casework effectively will require high abilities in order that the parolee's response may be genuinely accepting.

In-service training for institutional and parole staffs:

The better informed the personnel of a correctional system are in regard to their own and to each other's work, the greater the advancement of the total correctional program. Administratively, the staffs of the institutions and of the parole bureau are usually completely separated. Unless plans are developed for their coordination, they may have few contacts and little understanding of each other's activities. A necessary preface to good coordination of institutional and post-release treatment of adult offenders is the development of in-service training for both groups of workers so that they may understand the policies and practices of the correctional system.

The simplest and perhaps the least expensive method of informing the institutional and parole workers of each other's activities is through conferences. On these occasions, the personnel of the prisons and of the parole bureau meet and learn about each other's program. Barriers between them may be broken. Foundations may be laid for the improved coordination of their programs through better mutual understanding. If these are carefully planned, they should result in many advantageous outcomes.

The planned conference may be improved or extended by a longer and more intensive program of in-service training, which both groups of workers attend together. Lectures and group discussions may be arranged. These may be supplemented by audio-visual presentations, assigned readings, visits to institutions and to the field. Through careful planning, participated in by representatives of the rank-and-file of the personnel of both groups, the course may be made both interesting and valuable for the coordination of the institutional and parole programs. This may be developed by the state correctional system itself or as in Pennsylvania and Maryland through collaboration with the state educational authorities. In Wisconsin the state university has taken a leadership role in the in-service training program.

Most helpful for the advancement of the coordination of the work of the institutions and the parole bureau is, finally, the interchange of personnel. In this way, the classification and other specialists of the institution learn at first-hand about the activities of the parole bureau. Parole officers likewise gain some comprehension of the work of the institutions. Inter-

change of personnel is costly and involves many administrative problems. In the long run, it is an investment likely to pay good dividends in the improvement of the work of the correctional system.

Summary:

The coordination of institutional and parole treatment should be considered quite broadly. If parole is an extension of institutional treatment or a practical and economical adjunct to it—then the inmate's program of training in the institution should, when necessary, be continued in as much detail as convenient after he is paroled. Not merely is it necessary to get him a job and perhaps also a place to live, but in addition his program of academic education or vocational training should if possible be continued in the community—as should also religious and other desirable leisure time activities.

The parole authority must take an active part in assuring that the parolee has an opportunity to continue the uncompleted constructive program in which he showed interest and competence in prison. The seeming compulsory features may resemble paternalism and possibly contradict the philosophy of self-direction. Its values may therefore need to be questioned and studied before the procedures are generally accepted.

The most important need for the coordination of institutional and parole treatment is in-service training. Whenever institutional and parole workers are given an opportunity to learn about each other's problems through conferences, courses, or interchange of personnel, the groundwork is laid for satisfactory coordination of their efforts for the welfare of their charges and the protection of society.

Chapter VI

THE PSYCHOLOGICAL PREPARATION OF INMATES FOR RELEASE

The difficulty of predicting psychological readiness:

Probably no factor is more significant in regard to a man's adjustment upon release from the institution than his own state of mind in regard to himself and his future relationships in the community. How does he feel about himself? Does he look upon himself as a criminal, an outcast, a creature who neither deserves nor expects friendship and respect from decent citizens? Does he in his own thoughts defend his criminality, exonerate himself, perhaps even feel boastful about his toughness, his self-sufficiency, his hardness? Or can he see himself as an ordinary human with imperfections that have led to violence and tragedy, perhaps, but that he can now look upon as improved or perhaps even cured, so that he can feel at one with his fellow men, worthy of a place in their community, serious in his intent to justify himself in his own eyes as well as those of his neighbors?

Psychological readiness for release may be gleaned from our knowledge of attitudes of the inmates. However, it is very hard to be sure what the inmate's feelings are. The reports of prisoners as to their outlook on life vary considerably in plausibility. Some men, often the least hopeful in the staff's opinion, may be most emphatic in their protestations of their certainty of success on parole. Others whom we regard with more promise are anxious and doubtful as to their adjustment after release. These expressed attitudes obviously do not give the answer to our desire to know about their inner feelings and attitudes, because the men themselves, like persons in the free world, ordinarily lack insight into their real desires and intentions. Moreover, there are so many possible influences which may affect them upon return to society that even if by some good fortune we know how they felt in general, we still might not be able to predict their behavior under particular circumstances. The absence of accurate knowledge in regard to human motives makes the responsibilities of the paroling authority in predicting psychological readiness for release as trying as any in the field of human welfare.

The problem of de-institutionalization:

The process of weaning from the institution is complicated. For one thing, there are many aspects of institutional living which are satisfying. The life is routinized and simple. The inmates need make few decisions. The week is scheduled and the process of living in the institution goes along rather smoothly for those who have accepted institutionalization and have adjusted to it. The economic problems which confront and trouble men in the outside world do not disturb the institutionalized inmate. He is assured of food, clothing, shelter. He is given glasses if he needs them, his teeth are taken care of; if he becomes ill a hospital bed and medical care are provided for him. The prison even offers without cost to the inmate many of the opportunities of the community in regard to religious attendance, educational offerings, recreation, and other aspects of living. Although practically all inmates desire to be free, the process of deinstitutionalization is not easy, since they have to leave a life which entails little responsibility, and go forth to the more difficult conditions of modern competitive society.

As a phase of the preparation for the transition to community living, it is well to point out that the parolee retains some of the advantages described above for institutional living when he returns to society. In the first place, the parolee continues to be a ward of the state. He and his family are entitled to the usual public welfare services of the community. If there are problems pertaining to matters of housing, food or family welfare, the customary community resources may be tapped on his behalf. If he or his family are in need of medical care it is possible for the parole officer to secure such services without charge or at a minimum of cost. A clear discussion of these advantages of the parolee in the pre-release class may be helpful in allaying in some of the inmates their anxiety and concern over the transition from the security of the prison to the difficulties of community living.

Correctional agencies, like honor camps and the community resources used in helping ex-prisoners are discussed later in this Handbook. Considerable thought and study need to be devoted in the coming years to the process of de-institutionalization in order that the tapering off of institutional attitudes, the de-institutionalization of the man, may be accomplished more certainly and constructively before he leaves the prison gates.

Realistic preparation for relationships with the parole officer:

From the psychological standpoint, it is essential that the inmate be adequately prepared for his personal relationship with his parole officer and understand the regulations the latter must enforce. All too often suspicion or active antagonism toward parole officers have been implanted in the

inmate's mind as a result of what he has heard from parole violators and others in the institution.

The concerns of inmates over the alleged prejudices of parole officers towards parolees should be discussed frankly in group counseling sessions, wherein such matters as alleged unjustified criticisms of parolees over their purchases of clothes, or their choice of entertainment should be considered. The inmate must be helped to understand that far from being antagonistic and unreasonably severe toward parolees, the parole officer's own record may be measured by his proportion of successful parolees rather than the number he violates.

If the inmate has feelings of mistrust he should be allowed to express them freely. The issues involved should be discussed calmly but with full acceptance of the inmate's own emotion. Such routine matters as why the parole officer has to give information about him to the prospective employer must be clearly explained. These and other sources of misunderstanding must be fully clarified in order to counteract the all too common gossip in the prisons to the effect that the parole officer is a hard-hearted investigator. The parolee must gain a more realistic understanding of his relationship to his parole officer, since this may be a decisive factor in his community adjustment.

Use has been made at the California Institution for Men at Chino of successful parolees in the pre-release course, to counteract the influence of the unjustified prejudice of violators toward parole officers. These men have been brought to the institution with the approval of the parole bureau to answer questions as to their treatment on parole. Usually there are recidivists in the institution who are willing to affirm that their parole officers were considerate and helpful.

The attitude of the parolee toward the requirements of the parole officer:

The parolee must willingly and understandingly accept the rules and regulations of the parole bureau. This will be a major determinant of how well he will obey them. The day-by-day conformity rests almost entirely upon him since the amount of supervision the ordinary parole bureau with its limited staff can give is usually quite insufficient.

In addition to concern over his own ability to abide by the regulations, whether or not he has enough will power or whatever it takes to succeed on parole, other questions may arise in the mind of the parolee which further illustrate his own anxiety about his future in the community. For example, although assurance is given of the concern of the parole bureau on their behalf, some men about to be released fear that they will not have enough money to tide them over until pay-day. They affirm that they would hesitate

before telling the parole officer of their difficulty. Some have fears that unjust demands, such as staying in after dark every night, will be made upon them by the parole officer. Many doubts and worries are present in their minds with regard to how to withstand the invitations of other parolees or former criminal associates to violate the law.

Concern over what will be expected of them by the parole officer as regards family adjustment may be a source of anxiety to men about to leave prison. They wonder if they will be able to make enough money to support their families and to meet other obligations at home, so as to receive the approval of the parole officer. The importance of the institutional and parole staffs attempting to interpret the inmate and his needs to his family, both during his period in the institution and especially at the time of parole, is apparent. The objectives of the prison treatment need to be made clear to the wife and other relatives. Although current practice has not included this approach in the preparation of inmates for parole, the coming years may see further experimentation along these lines.

What the parole officer may expect in regard to other personal relationships is also of concern to the inmate. Will former acquaintances and friends be sympathetic and understanding, or will they because of the prison record pass the inmate by and be snobbish or hostile? How must parolees take such rebuffs? What happens if they react violently, get into a fight? Does this mean a violation of parole rules?

Anxiety over freedom itself may occur among men who have been in prison for a considerable time. They are worried and anxious in regard to whether or not they will be able to get along in a society which they realize has changed considerably since the day when the prison gates first closed upon them. Another aspect of this problem is that the inmate may have changed, even if the outside world has not, and he may not realize this change in himself and its part in causing anxiety. For all of these problems, the parole officer should be regarded by the parolee as a competent and trustworthy advisor. To the extent that he is, the inmate will accept in the right spirit the regulation of his life by the parole bureau and his supervision by the officer.

The cooperation of the parole bureau and the institution in the psychological preparation of inmates for release is essential if the parolee is to consider his parole officer to be a genuine source of understanding and helpfulness, and if the rules and regulations of the parole bureau are understood as a protection to the inmate as well as to society.

Tests of psychological readiness:

Some of the means to determine the psychological readiness of inmates for release to the community are presented in the four questions raised in the following pages:

1. *Has the inmate been able frankly and realistically to accept himself as a prison inmate?* The ability to face reality is one of the key tests of the man's capacity to adjust in society. The question may be asked, what has prison done to the man psychologically? Some men accept imprisonment without outward self-recrimination and even with evidence of desire to escape from reality. To them prison seems to be a haven of security. Others are overwhelmed with remorse and feel defeated by their institutionalization. Between these two extremes may be found an endless variety of psychological reactions.

Whatever the quality of the inmates' feelings about being in prison it is evident that all of them need to be helped toward realistic attitudes about themselves and their prison experience if they are to be prepared for successful living in society. They must accept the fact that their prison experience is an indelible part of them and that they return to society under restrictive conditions. This implies the taking for granted by the prisoner of such unpleasant circumstances as, for example, that employers will be told of his prison background or that newspaper publicity in the community has informed others of his institutional record. He must accept having been in prison as a part of himself without suffering from an overwhelming and incapacitating sense of inferiority.

The ex-inmate has a problem which arises from the nature of American culture and its attitudes toward those with a prison record. The parolee, whether he is aware of it consciously or not, is a member of a minority group. He is subject to prejudice when applying for a job, to suspicion when a crime is committed in his community—especially if it is of the type for which he was convicted, and to other types of social rejection. How the man accepts his status is a measure of his maturity and adjustment.

Most hurtful in some cases may be the man's concern in regard to how his children may feel about him and how they may act toward him in view of his prison record. Likewise, the threat of humiliation when meeting former acquaintances in the community who know of his institutional record may be a source of genuine discomfort and anxiety. Other former associates who might be more accepting toward him must be avoided because conditions of his parole mean that he must accept with good will the necessity of avoiding certain types of undesirable associates or participating in drinking parties, or accepting rides in cars that may be stolen. This first requirement, acceptance of himself and his situation as an ex-prisoner, is exceedingly difficult to accomplish; yet it must be met sensibly and realistically without self-pity or resentment if the inmate is to be ready psychologically for return to society.

2. *Is the man prepared to be a normally acceptable person in his relations with other people?* Under this heading come all the different aspects of adjusting to other persons. Does he have manners adequate for his station

in life? Does he have good use of language, devoid of prison slang and vulgarity? Will he be unduly sensitive with regard to the attitudes of others toward him as an ex-prisoner? Will his behavior in the place of employment be polite and considerate of those with whom he may be associated? Will he be patient in regard to advancement? Will he try to make himself acceptable as a companion and a co-worker, both in the place where he works and elsewhere in life? Is he especially prepared for whatever family situation he has ahead so as to be able to succeed in reestablishing himself as a husband or parent?

3. *Does he express a willingness to accept the regulations of society and to obey them with the same good will as others who have not been in conflict with the law?* The professional type of criminal and others with a twisted outlook on life leave prison with little intention of going straight. The staff of the prison sometimes know who these men are before they leave and expect them back. Other inmates are genuinely desirous of getting along well on parole and want to stay out of trouble—and most of these men are also known to the institutional staff. There are many others about whose intentions toward their parole obligations the staff can only guess.

One measure of willingness to go straight which may be used in some cases is how understandingly the inmate about to be released accepts the necessity for supervision on parole and whether he comprehends that it has been worked out for his welfare. If these attitudes exist in the releasee then the man may leave prison at least with the expressed intention of accepting the help of the parole officer and trying to understand what is expected of him in order that he may obey fully and conscientiously what is required of him by the terms of his release and the laws of society.

4. *Does the prisoner accept the responsibility for planning his life upon release?* It is doubtful if the prison inmate can be rehabilitated without his own active and understanding participation. Trusting to luck is, unfortunately, a not unusual outlook among prison inmates. Cooperation in the release program must be based upon insight by the prisoner into his own difficulties and understanding of how he may plan his life after release so as to overcome them. Unless he be strongly desirous of changing from previous criminal patterns to those of social conformity, his chances of adjustment are poor.

The inmate must understand the problems of de-institutionalization that are certain to come; for example, he must be prepared to accept any disappointment or let-down after the initial thrill of being free. He must be mature in the acceptance of obstacles and difficulties and permit himself no excuse for return to criminality. All of this planning and foresight must be realistic, in terms of hard work, small salary, a modest level of living, and many initial frustrations. This is especially important for those who have

held preferred positions in the prison, such as in the warden's office or house; they may find the drop in status upon return to society as an ex-inmate very difficult to take.

It is important for the parolee, therefore, to define his own ambitions within reasonable limits of his own possibilities of accomplishment. When free he must have learned to choose the right way of doing things and to conform to social standards; to master himself and his life rather than drift on unwholesome tides toward a return to criminality.

These four questions discussed all too briefly raise fundamental problems regarding the inmate's psychological readiness for release. They offer an approach to the understanding of the inmate's inner personality and ambitions, his attitudes toward himself, toward others and toward society in general of fundamental importance in gauging his psychological readiness for release.

Special problems in pre-release preparation:

Among the men released from prison to the community will be many who will present special problems of physical or psychological readiness. For example, there are the old men, too feeble to accept employment. When such men have had no relatives or friends with whom to live, old age pensions or other social security rights have been secured and these individuals placed under some form of supervision. Men suffering from mental illness or physical disease such as tuberculosis who are released from prison on discharge have usually been referred to other state or county agencies or if they are veterans, to the Veterans' Administration.

The placement of mental defectives has also presented certain special problems. If the man is incapable of carrying on his own affairs, placement must be made where he will get adequate supervision from those with whom he lives. At the time of release, the parole officer must be informed of the difficulty the mental defective may have in getting in his reports and understanding how to comply with other requirements. In all special cases like those mentioned above, the workers on the institutional staff must prepare careful case histories with specific recommendations for their programs upon release from prison.

The responsibility of the personnel for the psychological preparedness of inmates:

In the ordinary hospital, the doctors and nurses usually give evidence by their speech and general attitudes toward their work of their belief in the adequacy of what they are doing. Although some cases confronting them

may be difficult to cure and of doubtful outcome, and in others death may be certain, nevertheless the general attitude of the staff in the ordinary hospital is one of respect for their profession. They have as a group considerable optimism toward the recovery of most of their cases and faith in what they do to help the others with less fortunate prognosis. In the prison, on the contrary, many members of the personnel openly express doubt as to the value of their efforts for the rehabilitation of the inmates. This skepticism is shown in many ways. For example, some correctional officers use the term "cons" in speaking about their charges; others speak of "these characters with whom we have to deal." By the very tone of their voices and the gestures or facial expressions which accompany these epithets, the inference is given that prison inmates are different from other human beings, not worthy of the respect due to, for example, a hospital patient. The implication from their attitudes toward the program is that treatment is not likely to do prison inmates very much good.

These attitudes of doubt and skepticism toward treatment and contempt for the inmates need to be changed to a sensible optimism. The difficulties in the rehabilitation of the habitual or professional criminal must be frankly recognized. As a matter of fact, these men themselves are likely to react to guidance and treatment with amusement, contempt, or covert antagonism colored by disgust. On the contrary, the staff must show hope and encouragement for the first offenders and others who give evidence of a genuine determination to overcome their problems and to succeed on parole. The staff must have a sincere and contagious faith that something can be done for these more promising cases and that enough is known in the way of treatment to lay the groundwork for their possible rehabilitation, although granting that not enough is now known to guarantee cure in any particular case.

The inmate who is trying to change and thereby to overcome his problems can be helped to conquer self-doubt and depression by the faith of the staff in the treatment program. In other words, the belief of the institutional personnel in the possibility of helping inmates is an extraordinarily important factor making for the possible rehabilitation of prisoners. It follows, too, that evidence of faith in the correctional program among the staff of the parole bureau is also of exceedingly great importance for the successful adjustment of the parolee in the community.

Summary:

The requirements for psychological preparedness for release from prison were briefly discussed. Actually, the greatest needs of men leaving the institution are psychological. These include readiness to accept the difficulties of adjustment to society, their desire to change from the criminal pattern of

their previous lives to satisfactory and acceptable habits of living. Essentially, this means that they must be encouraged to think of themselves in their own hearts as potentially wholesome and law-abiding persons, and be determined through their own self-direction to conform to the requirements for social living in the community. Inmates must therefore leave prison with an understanding of themselves as persons and with the fortitude, determination, and good will to succeed in community life. The faith of the personnel of the prison and of the parole bureau in the possibilities of rehabilitation of prison inmates plays a significant role in the accomplishment of these objectives.

Chapter VII

SOME SPECIFIC RULES AND REGULATIONS FOR MEN ON RELEASE

Pre-release instruction for community living:

The American principles of government permitting variations among the sovereign states make unlikely any uniformity of rules and regulations for inmates within the penal institutions of the country and for parolees after release therefrom. Although each state may be just a little different from all others, unique perhaps in some procedure or other, actually a national survey of regulations for men after release would result in considerable general agreement. This chapter has been compiled with a view to the achievement of a general statement of theory and practice. Even though it may be possible eventually to obtain uniform parole rules and regulations on a nation-wide basis, there is a need to recognize that individual states may continue to differ in these matters for years to come.

The items which follow are important in connection with preparation for release. They need to be examined critically in the coming years and revised in accordance with good methods of release. In some states—Illinois and Michigan are two good examples—the basic rules and regulations for parolees have been compiled and published in brief pocket-sized booklets. In view of the differences among states in their policies and procedures, it will continue to be desirable for each state, rather than the American Prison Association, to prepare such a booklet.

One or more sessions of any practical pre-release course would be devoted to the discussion of these restrictions in the life of the parolee in the community. It is essential that the instruction, like that for all other topics, be prepared to meet the varying levels of comprehension and literacy of the inmate body. These rules and regulations especially may need to be taught in three separate groups selected on the basis of intelligence and general educational background. Individual counseling would also be utilized by the parole officer in further clarifying these regulations for the parolee. The institutional staff has a major responsibility to make these rules as clear as possible to the man before he leaves.

Current practices in the restriction of releasees' activities:

Although the published materials of many states have been consulted, no completely systematic study was carried out in connection with this Handbook to ascertain all of the current practices in the restriction of the freedom of releasees. Just as prison regulations differ from state to state in nature and extent, so likewise do those regarding the activities of men being supervised after release. The following list may not include all types of regulations concerning parolees.

1. *Reports:* Upon arrival in the area or community selected for placement, the usual requirement is that the releasee report in person to the district office of the parole bureau. Thereafter the releasee may make his report each month or so by mail or by telephone or in person. The time and place of reporting is usually specified. Some systems require the verification of a sponsor on written reports mailed to the paroling authority. Adjustments are made usually when releasees are ill or otherwise handicapped in reporting. The contents of the report vary from state to state but usually require statement of present job and earnings, activities, residence, and problems faced. Parole officers do, of course, make additional personal inquiries. The personal visit to the parolee at his residence is a more satisfactory method of securing information. The interview with the individual is likely to be more useful and helpful than any form of correspondence or telephone inquiry. Practical considerations will, however, continue to make the written report a necessity.

2. *Registration:* Law enforcement agencies may require that releasees register, usually under some legislative act concerned with ex-felons, or some county or local enactment. Some states require registration by men guilty of certain types of offenses, such as sex crimes or arson. It is obvious in this connection that stringent regulations may also prevail regarding the carrying of firearms or their possession except with specific permission from law enforcement authorities.

3. *The use of automobiles:* Releasees in many states must first have permission before renting, purchasing or even driving an automobile. In some jurisdictions, they are requested to surrender their driver's license before release.

4. *Restrictions as to change of residence, choice of employment or neighborhood and associations:* The residence of a releasee in many states may not be changed without the permission of the parole bureau. Usually these individuals may not leave the county or state without specific approval. Employment where liquor is sold or where gambling is conducted has been prohibited in most states. It is a violation of parole for men repatriated in another country to return to the United States.

The prohibition of association with ex-inmates is practically universal. Releasees are usually warned of the dangers of being or living in delinquency areas, or neighborhoods where criminals congregate. Visits to places where liquor or narcotics are sold or where gambling is conducted are also prohibited, as are associations with prostitutes. Parolees may not visit or correspond with inmates of correctional institutions. Relatives in such places may only be visited or written to by special permission. The curfew for parolees is also not unusual; freedom to be on the streets of the community late at night without good reason may be prohibited.

5. *Personal life:* Practically all parole bureaus require that permission be obtained before marriage is entered into. Other regulations regarding marriage are not infrequent; for example, that the person selected to be the future spouse must be told of the institutional history before marriage, and that the parole officer verify this.

Releasees must meet their obligations in regard to the support of their families. They are expected to give reasonable care and attention to their families and to show concern over their welfare. For unmarried men, there are the usual restrictions as to extra-marital sex relations, including the prohibition of common law ties.

Medical regulations regarding life on parole include the requirement that treatment be followed for chronic illnesses, venereal or other communicable diseases.

The individual is usually restricted in regard to financial expenditures, especially at the time of initial release. The plan which has met with favor in some correctional systems is to permit the releasee to have enough money to get to his destination and to send any balance to the parole officer for safe-keeping and for use when really needed.

6. *Legal restrictions:* In some states, the releasee is told that he has lost the right of suffrage by virtue of his felony conviction. Until such time as he meets the requirements for restoration of his civil rights, he must not exercise this prerogative of citizenship.

There are also legal restrictions or regulations of some state parole bureaus which do not permit the man to enter into business contracts, to purchase homes, or to buy commodities on the installment plan. It is evident, too, that punishment, probably violation, would be forthcoming for dealings involving stolen goods.

The military service may be entered under certain conditions. The parole bureau may give permission to enlist. Thereafter a verification is required by the parole bureau of acceptance or rejection of the releasee. While in the military service, reports may be discontinued. When mustered

out, however, the releasee is required in many states to communicate with the parole bureau which decides whether or not he is to return to the supervision of the parole bureau.

It is obvious that the releasee be required to report any arrests or other undesirable contacts with the law and the outcomes thereof. The parole bureau assumes responsibility for the supervision of payment of fines or other obligations, including judgments against the releasee. It is usually required that the parolee agree to waive all rights in regard to extradition and accept same at the request of the releasing state.

The above rules and regulations are in common practice in the United States. Most parole systems make provisions for helping parolees in emergencies. Exceptional circumstances may make necessary some adjustment in one or more of the above prohibitions. Likewise, there may be exceptional or individual conditions imposed by the parole board in connection with individual parolees.

The reasons for the return of releasees to prison:

The extent to which the above rules and regulations are enforced varies with the particular states. Men and women may be declared to have violated their parole or their conditional release after the commission of a new offense. This may be either a felony or a serious misdemeanor, especially when the latter has been associated with other evidences of criminality such as jail sentences.

Parole-violator-at-large may be declared to be the status of the individual who has absconded and the parole bureau has no information as to his whereabouts. The so-called technical violator is one who has not committed a new offense but has been so seriously at fault in his violations of the rules and regulations or so undisciplined in his behavior as to warrant return to prison in order to prevent any more serious difficulties which may lead to a new commitment. A description of technical violations in one state is given in the volume, *Institutional and Parole Preparation*, (on pages 132-133) prepared by the New York correctional system.

Re-admission of violators:

Practice varies among the states in the administrative arrangements for the handling of parole violators returned to prison. As many as possible of the policies and practices of reception for new inmates described in the *Handbook on Classification in Correctional Institutions* should also be utilized with the returned violator. A special reception center is desirable. Such an agency has been developed in the California State Prison at Folsom where all violators, except those mentally ill, are sent after return to prison.

They are studied by clinical specialists who prepare what has been called a Re-Admission Summary. The procedures of personal interviews and group orientation are also utilized.

The initial classification of parole violators should follow the same desirable standards as those for men newly committed to prison. Subsequent institutional treatment should likewise accord with the good classification and casework practice, described in the above-mentioned Handbook. The parole violator must be given at least as much consideration in the institution and in preparation for release as the inmate without previous institutionalization, since research studies have shown that the likelihood of failure is greater for men with prior prison experience than for first offenders.

Summary:

This chapter has been devoted to a presentation of the different regulations concerning parolees in the community. The material has included current practices in the various states. The pre-release preparation must, above all else, insure the understanding of these regulations by the men released. To accomplish these effectively, instruction will have to be adjusted to the mental and educational levels of inmates. The men returned to prison as parole violators need to be dealt with as a group in accordance with the desirable practices of correctional casework used in the reception centers for those newly committed to prison.

Chapter VIII

THE TRANSITION FROM THE PRISON TO SOCIETY

The tapering-off process from institutionalization to freedom:

A perplexing situation in the treatment of prison inmates occurs when men are under custodial supervision in the institution on one day and on the following day leave prison to comparative freedom in the community because their term has been completed. A somewhat similar situation would prevail were disturbed patients of a mental hospital released directly to the community because of the expiration of a period of commitment. The better mental hospitals at present provide convalescent wards with broader privileges for those about to return home. This same tapering-off process is also attempted in the more advanced correctional systems.

Thoughtful effort should be made to plan satisfactorily for the transition of released inmates to free society. The successful adjustment to society of men upon release from the correctional institution depends not only on the effectiveness of treatment there or of the efforts of the parole bureau or other facilities provided for their supervision in the community, but as pointed out in principle throughout this Handbook, actually and primarily upon the releasee's own desires and competence in self-direction. The institutional staff under the leadership of classification specialists should presumably pave the way for the inmate's growth in insight and in willingness to meet the tests of conformity to the social standards and laws of society. Preparation for release must be conducted to support the man's own efforts. There must be faith in the outcome of what the institution has tried to do to help the inmate.

Evidence is now forthcoming as to the value of devices to smooth the way from the institution to society by pre-release procedures. Several things, in addition to the pre-release course, may be done under almost any institutional auspices to pave the way for the inmate's transition to life in the community. Some of these are more freedom within the institution; increased mail and visiting privileges; selection and fitting and wearing of release clothing and shoes; the opportunity to eat in a restaurant type of dining room, perhaps a special one for pre-releasees; and cessation of regular work

and concentrated brush-up training in academic and trade activities directed at the type of work the inmate will do on release. To these could be added many others.

There are more elaborate provisions involving special facilities within the prison and elsewhere which are used at the present time in one or more of the correctional systems of America. The following are some of the more promising plans:

1. Honor blocks
2. Minimum custodial facilities
3. The separation center
4. Honor camps
5. The day parole or furlough
6. Community dormitories for releasees
7. Camps for released prisoners

1. Honor blocks:

In the walled institution, facilities are limited ordinarily for the purpose of preparation of inmates in the transition from prison to society. Liberties which the warden and his staff might be willing to permit to the man about to leave cannot be offered because of security reasons. The most readily achieved plan is to permit the pre-releasees to live in a dormitory outside the walls or an honor block within. In the former, the procedures are those customary for the minimum custody prison. In the latter, the men are permitted to remain out of their cells later at night and to use the corridors or other facilities of the block for reading or games or visiting. The inmates may also be permitted other special privileges such as to wear items of release clothing or shoes, or to have additional correspondence or visits.

The individual or group counseling referred to in an earlier chapter may be carried on in the honor block at night if facilities are available. The honor block offers an opportunity within the rather narrow range of offerings of the walled institution to tone down the custodial restraint of men about to be released and to make at least a gesture towards greater freedom of activity.

2. Minimum custodial facilities:

The so-called open institution is a facility now becoming commonplace in American prison systems. The institution completely without walls or with partial custody within its walls, offers an excellent means for tapering off institutional restraints. This is also a much less expensive institution to construct. Where careful classification procedures are employed in the selection of men, minimum custodial institutions have provided a safe and wholesome

situation for the training of inmates in self-control and responsibility. In some places, as mentioned above, the bastille-like-type of prison has one or more units outside of the wall which provide many of the same opportunities for transition from prison to greater freedom of the open institution.

3. The separation center:

At the present time, plans for a pre-release establishment, called after its military prototype, the separation center, are being developed seemingly spontaneously in widely scattered places such as Chino, California and Lewisburg, Pennsylvania. The procedures in these places to which pre-releasees are assigned are in process of development and no evaluation of their values for success on parole have as yet been possible. The staffs of the institutions where separation centers have been established have used their imaginations very effectively in planning a more satisfactory transition to society for the inmates. The men are permitted to wear items of release clothing. Shoes are broken in so that the complaints of many parolees regarding ill-fitting shoes are met. Clothes are fitted and worn perhaps on Sundays during the few weeks before release. Pre-release classes and other group sessions are held in the special housing facility. In one institution inmates have been permitted to eat a few meals in the days before release in the officers' dining room so as to renew familiarity with ordinary restaurant practice. In general, the procedures in the separation center are designed to give assistance to the men in adjusting to some of the problems with which they will be confronted upon return to the community.

4. Honor camps:

The idea of inmate responsibility in the minimal custodial institution is also carried forward in the so-called honor camps. Road and forestry camps are now accepted facilities in American correctional administration. Agricultural camps have likewise been widely used, especially during the recent war. Camps developed about some industrial activity, such as a cannery, have also been utilized by the prisons. These facilities are so obviously valuable for the transition from prison to society as to need no discussion, except to support their introduction against the resistiveness of those penal administrators harrassed by the fear of escapes. At present, there is an opportunity for prison administrators to advance this type of facility further, especially in the development of agricultural and industrial camps.

5. Day parole or the longer furlough:

Some correctional systems have obtained legislative approval permitting inmates to work during the day in homes, ranches, stores or factories in the

vicinity of the institution and to return to the institution at night. This plan may be carried even further by the granting of furloughs for longer periods to work in the community or to visit the area where eventual placement is being considered, or to confer with parole officers, prospective employers, or relatives in advance of actual release on placement. The mental hospitals of the Veterans' Administration have found the plan of trial releases advantageous in many cases. The patient is permitted at first an overnight or week-end furlough. If this proves to be successful, the leave is extended to a week or a month. Parole is granted when the patient seems to be adequately adjusted to live away from the hospital.

Conservative practice may offer a wealth of argument why any of these furlough types of release schemes are dangerous or impractical. Legal restrictions or distances to travel and the expense of the plan are objections which readily come to mind. Again it seems to be a matter of careful selection by the classification committee of those to be given temporary release, and equally careful administration of the comings and goings of inmates granted these privileges.

6. Camps for releasees:

The plan of providing camp experience for trustworthy inmates during the summer or throughout the year has also been developed for releasees. During times of economic stringency, when a large waiting list of men overdue for parole may cause considerable inconvenience to the institution or even serious trouble, the opportunity to place releasees in camps has evident value to all concerned. It should, however, always be regarded as a transitional facility and efforts on behalf of community placement for the releasees therein continued as vigorously as if the man were overdue and still in the prison. Opportunities for the men to be given furloughs in order to look for work for themselves should also be considered in connection with this plan.

7. Community establishments for releasees:

The difficulty of finding moderately priced and adequate housing for releasees is familiar to all parole workers. To meet this need, philanthropic persons or organizations have on occasion established special living quarters for parolees where they may be placed by parole officers upon release from the institution. A partial list of these organizations throughout the country has been compiled in the Directory of Prisoners' Aid Societies listed in Appendix B. Room and board may be provided while the man is getting re-established in society. Caseworkers assist in finding employment for the parolees or providing other social services for them. In addition there is

the assistance rendered by philanthropic organizations like the Salvation Army, which provide housing. Such provisions are, however, not separate and restricted only to the use of men who have been in prison.

The desirability of bringing together into a community a group of former prison inmates under inadequate professional supervision is an obvious objection to this plan. Many dangers are resident in its application. A satisfactory trial during a period of years with careful study of results should be made to evaluate the usefulness of this device for aiding releasees in their efforts to re-establish themselves in society. Those responsible for the preparation of this Handbook have raised many questions in regard to the value of this type of agency under private auspices. There is much to be said, however, for intermediate institutions, especially under public auspices, to which prisoners can be released and given a greater amount of freedom while making the transition to community life.

Summary:

Prison management probably more than any other aspect of public administration has been curtailed by legal restrictions or public opinion in the freedom of experimentation in methods of treating their charges. In the coming years efforts should be made by correctional workers to try out new devices and procedures for the rehabilitation of inmates. One fruitful area for research lies in the discovery of practical measures for helping inmates to make the transition to family and community life after release from prison.

Chapter IX

THE USE OF COMMUNITY RESOURCES

The penal institutions as recognized social agencies:

In the past, the tendency has been for the prisons to be regarded as agencies separate from those concerned with the general social welfare. This tendency has been nurtured by the custodial attitudes of prison workers, by the lack of specialist personnel in classification and treatment, and by the police emphasis in the work of parole systems. No longer, fortunately, does this detachment hold for the states in which penal administration has become a profession.

The prisons are now considered in many states to be part of the social welfare resources of society. They have come to have the same acceptance among the welfare workers as do the older established professional agencies, like the general hospital. Their requests for assistance or their appeals for information in regard to inmates and their families are given as much interest and consideration as are those from other social agencies. This acceptance applies not merely to the local or county agencies of the state in which the prison is located, but also to social welfare resources elsewhere in the nation. In short, the prisons and parole bureaus are coming to be recognized as social welfare agencies performing an essential service for society and justly entitled to the fullest cooperation and consideration of other agencies for the social welfare.

Direct relief:

A most important area wherein community or county agencies may cooperate with the correctional workers in the cases of men about to be released from prison is the financial status of their families and themselves. In many places the social welfare agencies make arrangements for the welfare of releasees and their families so as not to cause any unnecessary hardship in the transition to civilian life. The Aid for Dependent Children has been continued after a man's release on parole, as long as the need continues, inasmuch as he is technically still considered as "in custody." Men who qualify for old-age assistance have been helped by local welfare groups. Private agencies like the Traveler's Aid societies or the American Red Cross have also provided direct and immediate assistance to inmates and their families.

Other social resources:

The alert institutional staff member or parole officer will find many other resources for social welfare so common and widespread as to be available in some form in almost every area to which a man may be released. Resources which need to be considered routinely by those charged with the return of the inmate to society include the State Employment Service; the local employment offices, both public and private, and the farm labor offices; the welfare groups such as the Young Men's Christian Association; the Young Men's Hebrew Association; the Friends' Organization; community churches and church federations; private hospitals and clinics; recreation centers; libraries; facilities in adult education; and domestic relation courts and clinics. For men who have had military service, such basic agencies as the Veterans' Administration, the American Legion, and the Veterans' of Foreign Wars are considered in connection with possible assistance in adjustment upon return to society. The American Red Cross and the Salvation Army have highly developed community contacts. They will give direct help as emergency assistance to families. Recently they have extended their assistance to institutionalized veterans in collaboration with the Veterans' Administration. The American Red Cross has become more helpful in such problems as reviews of discharge, locating missing relatives, assistance in filing claims for pensions and the like. As pointed out previously, the Bureau of Vocational Rehabilitation of the State Department of Education may be an exceedingly valuable resource in the adjustment of men with physical handicaps. Their services should begin during the institutional term and continue after the man's release to the community.

Local, county or state facilities, such as the hospitals and clinics under public administration, are likewise a customary resource. Where the need exists, the county welfare departments are likely to assist in the procurement of medical and hospital services. Other agencies which should be considered for use with the families of men released from prison are day nurseries, homes and schools for crippled, blind, deaf, spastic, or defective children. The institutional workers and those in the parole bureau will be able to use similar resources for adults, including institutional facilities or employment for the aged, blind, and other handicapped parolees.

In most states there are available directories of the public welfare resources under county or local auspices, useful to those responsible for pre-release preparation. The *Directory of Member Agencies of the Family Service Association of America* contains a list of agencies available for family case work. The national welfare agencies under private auspices have their published directories, as indicated in Appendix B.

Some resources for social welfare work in the correctional system:

The following list is not offered as all-inclusive. Case workers in the institutions and parole bureaus should give these possibilities for care and treatment thoughtful consideration in all cases.

1. *Alcoholics Anonymous* has been an important agency of help to men upon release from prison. When possible, contact with this organization should be made, of course, by the inmate prior to release from the institution. The institutional parole officer, because of the probable value of this program, should have a complete list of the local chapters in his state. The names and addresses and the dates of release of those inmates who have shown interest during their stay in prison and who seem likely, in the opinion of the prison staff, to respond to Alcoholics Anonymous when released, and who moreover desire to do so, should be sent to the local secretaries so that they may be invited to join the group in the community. Definite arrangements for men leaving the state should, if possible, be made with the helpful advice of the secretary of the local chapter near the institution.

2. *Psychiatric clinics* can be very helpful resources enabling parole officers to understand the cases of men on release from prison or to gain greater insight into their family situations. A national directory is listed in Appendix B. Inquiry to the director of the clinic or to the head of the state or county department involved should be made in advance. In some states the mental hospitals receive parolees or members of their families as voluntary admissions or the staff may be consulted for advice in regard to acute cases of men on release. When problems arise in the children of inmates there are available in many places child guidance clinics. Parole officers should not stop with recommending the use of such resources, but actually attempt to make arrangements for admission of the children for study, especially when the families of their charges are willing to cooperate in treatment.

3. *Social welfare resources* under religious auspices need to be utilized. We may illustrate this point by referring to resources under the auspices of the Catholic Church. The institutional staff and the local parole office should have the directory of the local offices of the Catholic Welfare Bureau (listed in Appendix B) for the referral of cases in which men or their families are in need of assistance. In this connection, too, the St. Vincent de Paul Society and the Catholic Ladies Aid or Relief Societies are to be found in many localities and may be of value as treatment resources. Information may be secured from the offices of the Catholic Welfare Bureau or from the local parish in regard to these and other lay groups interested in the welfare of men released from prison. Often they provide

not merely shelter and meals, but other types of helpful assistance, including personal sponsorship or guidance under the auspices of the Catholic Big Brothers or the Knights of Columbus.

For finding the family welfare agencies under Protestant auspices the best source is the publication, *Directory of Member Agencies of the Family Service Association of America*. This publication gives the policies and indicates the sources of the various agencies listed. The institutional staffs may find listings of available county welfare agencies in the *Public Welfare Directory*. In areas of the country where there are significant numbers of Jewish inmates, helpful agencies may be found through the *Directory of Constituent Societies* listed in Appendix B.

4. *The Salvation Army, the Volunteers of America, and the Goodwill Industries* are resources which should be utilized for the welfare of men released and their families. They offer assistance or opportunities for work for indigents. The Salvation Army has an excellent bureau for the location of missing persons. The institutions should address their correspondence regarding inmates' relatives to the divisional headquarters of the Salvation Army. The Goodwill Industries and Volunteers of America can be solicited through their local agencies. In all instances, the institutions should obtain the directories of these resources listed in Appendix B, or obtain same by direct correspondence with the nearest local office.

5. *The Legal Aid Society* is a resource in certain localities which may be considered for use by the staffs of institutions and the parole bureau in cases where legal entanglements are involved and the parolee or releasee has no financial resources for the employment of legal advisors. The directory of these agencies may be obtained from the State Bar Association or from local councils of social welfare or community chests.

6. *The Urban League* is a valuable resource for men of the Negro race released from prison. The addresses of local agencies may be obtained by inquiry to the nearest office.

7. *The United Seaman's Service* located in the coastal areas is an agency which may be of assistance to men of the Merchant Marine or others who have had some service in the Merchant Marine.

8. *The Traveler's Aid Society* may be of use in transporting aged, infirm, or mentally defective inmates to their homes in other states, or elsewhere in the same state. They also offer casework service and give emergency financial aid to persons who have not gained residence in the state, which would include parolees and their families. The directory is listed in Appendix B.

Summary:

The above list represents a good sampling of the types of resources which may be utilized by the institutional staffs and the parole authorities in connection with the readjustment of men upon release from prison and return to society. It is obviously not an all-inclusive list. Institutional classification committees and state parole bureaus should try to develop and keep up-to-date their own directories of social resources.

At the time of release preparation, the parole office should be furnished with either a statement of the social services already received by the inmate and his family or the actual correspondence between the institution and the social agencies. It is essential that this casework be direct. For example, where the need for assistance still exists the field officer of the parole system should visit the office of the local county welfare department or other agency in order to plan adequately to "tide over" the assistance being received, until the man is established and able to assume the responsibility for the welfare of his family.

As far as possible, recommendations for the social welfare of men on release from prison shall be clinically sound, shall be practical, and shall be initiated to assure the actual participation of parolees. For example, the recommendation for the man to join the Young Men's Christian Association shall be realized by arranging for it to be accompanied by an invitation from the local director to join the organization and participate in its work, rather than leaving the contact to the man's own initiative. Other plans for his welfare on parole, such as attendance at the meetings of Alcoholics Anonymous or the use of other desirable social resources should be initiated by the institutional parole officer and reported to the parole bureau in detail. The staff of the parole bureau should collaborate with the institutional personnel and with the workers of the public and private agencies in the advancement of all plans for the welfare of parolees upon return to society.

Chapter X

THE COMMUNITY RECEIVES THE RELEASEE

The use of conventional facilities by field officers:

The opportunities for specific service to releasees of community workers representing the churches, the social welfare departments, the educational and recreational organizations and other phases of helpful social activity, have been described in the previous chapter and referred to elsewhere in this Handbook. These are the conventional offerings of any American town or city that are available for residents of these places. Their utilization for releasees from prison at the present time is largely dependent upon the interest, effort and imagination of the field officers. If the spirit of professional casework permeates the parole bureau, considerable use may be made of these important factors for successful readjustment to society. It is also essential that the wardens and other institutional workers realize the values of these agencies for the correctional program and do everything possible to further good working relationships with them.

The sponsorship plan:

In this chapter we are concerned with the development of welfare programs designed especially for the releasee by individuals or groups in the community not employed by the correctional system. The first form which this assistance takes has been called sponsorship. The origin of sponsorship may be sought in the older procedure of the common law which required a peace bond or recognizance under certain circumstances in releasing a person held in jeopardy by the court. Before the men or women are permitted to leave the institutions of certain state correctional systems and the Federal Bureau of Prisons, they must have a sponsor or "first friend" in the communities to which they are going approved by the prison and release authorities.

Officially the sponsor has been asked to vouch for the releasee and to countersign his monthly report by virtue of personal contacts with him. The sponsor is usually someone known to and approved by the releasee; in fact, the initiative for the selection should, when possible, come from the releasee. The sponsor is someone who has promised to give personal attention to the releasee; someone with whom the former inmate may presumably feel free to discuss his problems, past delinquencies or present

trouble impersonally and objectively. The sponsor must be able to accept the releasee as a person without the need to preach or threaten, so that the releasee will voluntarily and hopefully turn to him for advice and guidance in emergencies. It should be noted that abuse of this plan has been reported. Some of the persons selected as sponsors have been unsatisfactory personally and socially. Again, others have been prosecuted for charging the inmates for their services contrary to the agreement. The importance of careful clearance of sponsors by the institutional and especially the field parole staff needs, therefore, to be emphasized.

In practice, there have been two types of sponsorship, lay and professional. The lay sponsor has been a socially minded person of good reputation, willing to assume the responsibility for the welfare of the releasee. The professional sponsor has been a trained caseworker employed by a social agency, such as the Pennsylvania Prison Society, the Prison Association of New York, the Prisoner's Aid Association of Maryland, or other similar groups in Massachusetts, Illinois, Missouri, Connecticut and other states.

Experience in casework has shown that the first type, lay sponsorship, can be very helpful under certain circumstances. There are, however, definite standards which have to be met. First of all, the integrity of the sponsor must be assured. This can only be done by careful investigation. Second, the sponsor must be selected with some consideration of the personality of the releasee. Obviously, this is no easy matter. Some releasees are troubled or worried by actual problems or the threat of possible difficulties. In such cases, supervision may require unusual insight and sympathy. Other releasees have personality quirks, idiosyncrasies, or destructive habits (such as past alcoholism or narcotic addiction) which may overtax the understanding of the lay sponsor. Among men on release from prison the possibilities of discouragement, moods, or acute feelings of inferiority which lead to despair, pose problems in guidance to try the best professional workers.

In the third place, the sponsor must be accepting of the releasee, not condescending or self-righteous. General interest is essential if the sponsor is to be a source of helpfulness to the releasee. The lay sponsor must, therefore, be capable of being to the releasee a guide, philosopher, and friend in the truest sense if the relationship is to be profitable.

The professional social worker who is assigned by an agency to act as sponsor may be more valuable than the layman. The question has arisen whether or not the professional sponsor is merely duplicating the work of the trained parole officer. This is only partially true. From the practical standpoint, the need for professional personnel to supervise releasees has always exceeded the supply of available parole officers, many of whom are

by training investigators rather than caseworkers. Where the parole bureaus and the social agencies can coordinate their efforts, so that they are working together harmoniously on behalf of individual releasees, there is no justification at present anywhere for the refusal to accept the valuable assistance of professional workers in other agencies for the helpful guidance of men and women released from prison. In many state correctional systems today, unless there be some provisions for lay sponsors, it is very likely that the releasee will receive little guidance during the period when he needs helpful supervision in the community. Finally, the contribution of the private agency is not merely to offer individual assistance to parolees, but also to develop newer means whereby to render such service.

The prisoner's aid associations:

A better organized program for assistance in the rehabilitation of former prison inmates than the lay sponsorship plan has been the prisoners' aid societies developed in various parts of the United States. In Canada where they have more extensive responsibilities than in the United States, they receive support from the public treasury. Perhaps the best known and the one of most historic interest among the American societies is the Pennsylvania Prison Society. There are others in different parts of the country, previously mentioned, and listed in the Directory of Prisoners Aid Societies, in Appendix B.

At the outset, it is important to sound a warning in regard to these philanthropic enterprises. Although the great majority of these associations have been founded and developed by inspired citizens sincerely anxious to be of service to their errant fellows, there have been unfortunate instances of exploitation of this fine idea of service by dishonorable individuals and groups. Too great caution cannot be taken to investigate these self-appointed philanthropists by prison and parole workers—and once discovered to be dishonorable, it is essential that this information be publicized among colleagues in correctional work throughout the country so as to alert them to the plans of these bogus agents.

From the positive standpoint, the prisoners' aid societies have provided excellent leadership for the advancement of the program of rehabilitation in correctional institutions. In the past, when custody was the basic purpose of prison work and when the barest subsistence was given to the inmates, the prisoners' aid societies were leading the way in advocating or carrying out the principles of welfare and rehabilitation for inmates of correctional institutions. Today they still have constructive purposes to fulfill. For one thing, they are able to provide a limited amount of individual casework. Although this is restricted to a few cases, what is done may be of a very high professional character and therefore exceedingly valuable. Intensive

treatment of the individual cannot usually be carried out by the parole officer competent to do so because of a large case-load and limited time.

A second value of the community agency is in connection with finding employment. Some prison systems require that an inmate have a job before release—but provide inadequate assistance to them in finding jobs. The prisoners' aid societies have been especially helpful in this regard. This function has now been taken over more and more by those professionally trained in employment placement, notably the public employment agency. A third value is that funds for the assistance of individual prisoners may be more readily used, with less strings attached, with less preparation of official documents by these private agencies. Money may be made available for emergencies and for special needs or projects on behalf of individuals. Usually this is but a temporary expediency as the cases are referred immediately to the legally constituted relief and public assistance agencies. Fourth, some releasees because of emotional reasons seem more willing to deal with a private organization than with the state parole bureau. In times of stress, especially if they are confused or afraid that they may have violated their parole, the staff of the prisoners' aid society may seem less threatening and more sympathetic to the disturbed and fearful parolee. Fifth, the prisoners' aid societies are important for public education. Usually they are in a better position than prison officials to approach the public and legislative bodies with ideas for the advancement of correctional work.

A final service of the private agency needs to be noted. Even through the State is gradually taking over many of the functions previously carried out by prisoners' aid societies and other philanthropic groups, there are always new procedures, some still in the experimental stage, which can best be tried under the auspices of private organizations. A good example of this is the work of the Pennsylvania Prison Society, a private agency in Philadelphia, which had its workers prepare the family through psychiatric case-work for the release on parole or on discharge of young offenders from the reformatories. This is a procedure with many latent values for the rehabilitation of men released from adult correctional institutions.

Another area in which the private agency may contribute new insights and methods is the counseling of parolees. This may be carried on at various levels. The Jewish Committee for Personal Service in California has been doing especially interesting work through intensive psychotherapy.

Pioneering in penology is a great opportunity for the prisoners' aid societies and other kindred welfare associations. Some of the trail blazers in the past have been associated with the private agencies. In the future, penology may continue to offer to sincere workers under private auspices an excellent field for research into the methods of treatment of men in the adult penal institutions and on parole.

The community committee:

The prisoners' aid societies have usually been narrowly circumscribed agencies. Self-perpetuating boards of trustees have carried on from generation to generation their fine social purposes. Under farsighted, generously philanthropic leadership they have prospered and have been helpful to men and women released from correctional institutions. When capable directors did not volunteer and as a consequence public interest and support waned, the societies have either lost their usefulness temporarily, or gone out of existence.

Without any seeming implication of criticism of their hopes, intentions and contributions, the limitations of the comparatively small private agencies like the prisoners' aid societies become apparent when the immensity of the problem of caring for the thousands of releasees is clearly evident. It seems necessary, therefore, that wider public support be elicited. This can best be done if the communities themselves begin to accept their responsibilities for the released prisoners. This must in the future take the form of a positive interest to supplement the negative ones of the present. The latter include such practices as the registration and reporting of ex-felons to the law enforcement officials. These represent devices for the protection of the community with which there can be no quarrel when sensibly and humanely enforced.

In addition to these self-protective purposes, the communities of America need to develop positive and helpful efforts on behalf of the thousands of men and women released from prison in order better to assure their adjustment upon return to society. Historically, a good example to follow may be found in the treatment of juvenile offenders. During the past two decades there has come about in many places an especially rapid development of the acceptance by the community as a whole of responsibility for the social problems of children. This movement has led to the establishment of coordinating or youth councils. All of the major public and private agencies of the community, especially those with wide public support, have banded together in these councils to coordinate their efforts and to advance the welfare of youth. Many facilities or services have been added to communities through the initiative of these councils, such as child guidance clinics, recreational supervision, or other child welfare enterprises. The heart of the program has been, however, the coordination of the work of all youth welfare agencies and the avoidance thereby of evidences of competition or mutual misunderstanding within the community.

This movement toward the integration of the resources of the community for the prevention of delinquency should have a counterpart for adult criminality. An interesting development may be found in the Com-

mittee on the Social Treatment of the Adult Delinquent in the Family Services Division of the Los Angeles Council of Social Agencies. This Committee has functioned on a policy level. It has not concerned itself with individual cases. It has held institutes for community understanding and critical analysis of the machinery of justice, and for the in-service training of workers in the field of adult correctional work. This Committee has brought about improvement in the understanding and treatment of institutional inmates and parolees by the social agencies in the community.

Observation of those committed to prison seem to indicate many instances wherein the social and medical agencies of the community might have been of inestimable value to these men and women. Perhaps even the timely assistance of local agencies might have prevented the behavior of the adult offender which made it necessary for society to send him to prison. Prevention of adult criminality is a subject of great potential significance. It is mentioned here in order to complete our description of the purposes of what may sometimes be designated the Community Council for the Welfare of the Adult Delinquent, or as in Los Angeles, a committee with these objectives of the already existent Council of Social Agencies.

Our present concern is with the possibilities of assistance to individual men and women released from prison by the united and coordinated endeavors of the agencies in the community organized for the purpose of helping adults meet the often difficult and perplexing problems posed by modern social life. There will be many cases, to be sure, wherein the re-establishment of the man or woman in the community does not require assistance in addition to what the man's family or friends and the field services of the parole bureau can do for him. There will be, however, many other cases where unless the professional workers in the community agencies assist in social rehabilitation, these men or women ex-prisoners will be subject to many serious difficulties and social hazards. These are the cases about which conscientious parole officers have grave concern as they place them without much supervision in the community. These individuals must become the joint responsibility of the community as well as of the parole bureau if they are to be adequately readjusted to free society.

Just how these mutual relationships between the field services of the correctional system and the work of the local social agencies will be coordinated is a problem for future study. That this coordination has in a measure been achieved in some communities for juvenile delinquents, offers a logical premise for the belief that the same wholesome and fortunate outcome may be possible when dealing with the welfare of adult offenders. The contacts of the prisoners with, let us say, the Committee of the Council of Social Agencies would clear through the professionally trained field workers of the

parole bureau. Cases could be referred to the local committees when the plans outlined at the pre-release classification meeting in the institution required the use of community resources.

There are many means through which the community council or committee of the local Council of Social Agencies could assist the parole bureau in its casework. The veterans' welfare groups, the legal aid societies, the churches, the adult education and recreational programs are a few. This plan offers a broad base for community assistance. It brings the adult correctional workers into professional association with the agencies which already exist in the community. Far greater assurance of the use of local facilities than is possible at present would be given because parole officers with large caseloads are unable to make such arrangements by themselves. Fundamentally, the community council or committee for the welfare of adult offenders represents a challenge to the social and ethical principles underlying the American democracy. The man released from prison has, in vernacular usage, paid his debt to society. The community council or committee by effectively utilizing local resources for the welfare of the parolee offers him a helping hand during the difficult time when he attempts to re-establish himself as a worthy person in the community.

Appendix A

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Appendix B

LIST OF VOLUMES CONCERNED WITH SOCIAL RESOURCES

Many states have their own publications describing the federal agencies and their work, listing the offices of county welfare administration, and other resources. The following publications are useful in arranging for social welfare assistance of inmates and parolees.

1. *The Public Welfare Directory*, published by the American Public Welfare Association; 1313 East 60th Street, Chicago 37, Illinois. Price \$1.80.
2. *Directory of Member Agencies*, Family Service Association of America; 122 East 22nd Street, New York 10, New York. Price \$1.25.
3. *Directory of Canadian Welfare Services*, Canadian Welfare Council; 245 Cooper Street, Ottawa, Canada. Price 10 cents.
4. *Directory of Community Chests and Councils of Social Agencies*, Community Chests and Councils, Inc.; 155 East 44th Street, New York 17, New York. Price \$1.50.
5. *Directory of Diocesan Agencies of Catholic Charities in United States*; 1317 F St., N.W., Washington 4, D. C., Price 50c
6. *Directory of Constituent Societies*, National Conference of Jewish Social Welfare; 1841 Broadway, New York 19, New York. Price 25 cents.
7. *Directory of Psychiatric Clinics*, National Committee for Mental Hygiene, Inc.; 1790 Broadway, New York 19, New York. Price 50 cents.
8. *Social Service Exchanges in the United States and Canada*, Community Chests and Councils, Inc.; New York 17, New York. Price 50 cents.
9. *Directory of Probation Officers in the United States*, National Probation Association, Inc.; 1790 Broadway, New York 19, New York. Price \$1.25.
10. *State and National Correctional Institutions of the United States of America, England, and Canada*. The American Prison Association; 135 East 15th Street, New York 3, New York.
11. *Travelers Aid Directory of Inter-City Service*, National Travelers Aid Association; 425 Fourth Avenue, New York 16, New York. Price \$1.00.
12. *Directory of State Professional Personnel*, Division of Vocational Rehabilitation and State Agencies for the Blind, Federal Security Agency, Washington, D. C.
13. *Vital Statistics Records of Birth and Death Available in the State Offices*. United States Government, Department of Commerce, Bureau of Census, Washington, D. C. Price 5 cents.
14. *Directory of Prisoners' Aid Societies*, Wisconsin Service Association, Milwaukee, Wisconsin.