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Subject: Re: RE: copyright request

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Scott

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> Dear Scott,
>
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>
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> Alice Heiserman
> Manager of Publications and Research
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> 206 N. Washington, Suite 200
> Alexandria, VA 22314
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>
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>
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> Wallack, W. (ed.). (1939a). Correctional Education Today. New
York:
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> education. We would like to supply prison libraries with copies of
> thistext. Could we have permission to photocopy this work and
> distribute it
> to different prison libraries?



CORRECTIONAL
EDUCATION TODAY

Said a hardboiled inmate to a
teacher in a prison school,

“You watch out. I’m afraid you’ll change
my ideas. I mean it. If you keep on answering
my arguments day after day, I’ll just have to
change.”

Aims and Objectives of Education in Correctional Institutions

The basic and ultimate aim of the correctional institution may be stated to be "the social and economic rehabilitation of inmates." This is certainly the major objective of education in correctional institutions. Delinquents and criminals are socially and vocationally maladjusted. They represent a definite and special problem for adjustment. The maladjustments result from many causes, some of which operated before incarceration and some of which are involved in confinement away from a normal social environment.

Education in correctional institutions aims first, to see that as large a percentage of inmates as possible do not repeat criminal acts, and second, to enable the individual to live efficiently, and with sufficient interest so that he will adjust and contribute to the welfare of society.

This defines the task of correctional education: To provide a series of interesting worth while experiences which will lead to desirable changes in the attitudes and behavior patterns of the inmate so that he will be willing and able to live efficiently in society. The process involved in achieving this objective is most accurately called "socialization." In order to accomplish the desired socialization of the inmate the educational program must have the following objectives:

To develop a well-rounded, integrated program of activities which will enlist the sincere interest and effort of inmates, modify their attitudes and behavior patterns, and provide them with the techniques, knowledges, and understandings necessary for the maintenance of a desirable standard of self-sustaining economic and social living upon release. The attainment of these objectives involves the following types of activities:

- 1. Vocational education activities which will enable the individual to become a self-maintaining member of society.*
- 2. Activities leading to clearer understandings of modern social and economic problems in order to bring about revision of undesirable attitudes toward social institutions.*
- 3. Activities to develop acceptable proficiency in essential academic skills.*
- 4. Activities leading to the stimulation and development of interest and skill in worth while leisure-time activities.*
- 5. Activities leading to the ability to get along with people and live cooperatively as members of approved social groups.*

These objectives cannot be reached separately because they are inseparably involved with one another and must be reached through paths that cross and recross. Only when vocational training, religious training, academic work, and physical education, together with many other institutional influences and contacts are consciously focused on the socialization objective can the program be effective.

EXCERPTS FROM THE REPORT TO GOVERNOR HERBERT H. LEHMAN
FROM THE COMMISSION FOR THE STUDY OF THE EDUCATIONAL
PROBLEMS OF PENAL INSTITUTIONS FOR YOUTH. ALBANY, N. Y., 1936.

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CORRECTIONAL EDUCATION TODAY



First Yearbook

of the

Committee on Education

of the

American Prison Association. Committee on
Education



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FOREWORD

The World of Tomorrow will be essentially a product of the world of yesterday. The observations, the research, and the experience combine to impress mankind with the possibilities of the future. In the field of the exact sciences this is a foregone conclusion, but in the field of a more abstract subject, such as education, an observer notes seemingly new and original theories. Analysis and study frequently disclose these theses to be founded on old and accepted psychological principles. If this be true with the educational field in general most certainly it is true with what we know as prison education.

Penology has a difficult road to travel before it can lay claim to being a science, and prison education being but a single yet important phase, has several additional hurdles along the way. It is the anticipation of those concerned with this yearbook that it will do much to clear away some of the more dominant obstructions.

Consider for a moment the words of an outstanding American penologist who stated at the First International Penitentiary Congress held in London in 1872:¹

"The educational effort in prisons, if made efficient for reformation, must be well and thoroughly organized. No slate-and-pencil arrangement, with the teacher at the cell-door occasionally, but a veritable school congregated, graded, and divided into classes. . . . The higher branches of study should be introduced, and inducements offered to young, capable men to prepare themselves for particular spheres of activity, even the learned professions. . . ."

Or consider the remarks of a prison educator at the first congress of the National Prison Association held in Cincinnati in 1870, now the American Prison Association, who stated:²

"Shall we shut a man out from all that is elevated and then complain that he seeks the low for companionship? . . . Shall we give him no capacity for a higher social life, and then wonder that he is satisfied with the society of the groveling? To give to the inmates of our prisons higher thoughts, increased acquisitions, and desires for a better life, is the object of the prison school. . . . The most important element in the whole arrangement is a suitable teacher. . . . He must be a painstaking, consistent, steadfast man, of so

¹ Brockway, Z. R. *Proceedings of First International Penitentiary Congress*, pg. 648 ff. Private print.

² Tarbell, H. S. "The Prison School", *Transactions of the National Prison Congress*, 1870, pg. 194.

much character and scholarship as to secure the respect and confidence of the prisoners. There must be no sham, no mere assumption about him; for all shrewd observers of men and motives, of all lynx-eyed detectors of hum-bug and affectation, the inmates of our prisons are the sharpest. . . ."

Surely the intervening seventy years have produced few improvements over the basic policies set forth by the eminent writers of that time. Furthermore, what was stated at the first Congress to the effect that

"Education is a slow process, and is a growth as much as an acquisition and that time and reflection are important agencies in securing it,"³

can be equally applied to the progress of prison education. Unfortunately modern facilities related to prison education have been denounced and condemned as expensive luxuries and a means of coddling prisoners. This is due to a complete lack of understanding of the basic functions of a correctional institution so clearly outlined in the report of Governor Lehman's Commission on Education.

"The ultimate and basic function of the reformatory or prison after the demands of safety and security have been met, is the rehabilitation and socialization of those committed to its care."⁴

It is gratifying that the editors of the yearbook have seen fit to include as a chapter a statement relative to the stimulation of public interest in correctional education. There can be no progress in any endeavor without a measure of public support and understanding.

Society needs to understand the great necessity for prison education because without it the whole plan of socialization and rehabilitation is lost. Prisons, beyond the point of safely segregating law-violators from society, are essentially character-building agencies. If we are to agree that an institution's basic function is the rehabilitation of offenders then we can reach no other conclusion. Society has not given much attention to the type of character many of its institutions are building until newspaper headlines disclose that certain crimes have been solved through the arrest of ex-convicts and parolees. Character, the psychologists state, is a system of habits—habits of industry—habits of recreation—habits of sociability or habits of living congenially with others in the group or community. Therefore it is probably safe to admit that character

³ Ibid p. 201

⁴ Report to Gov. Herbert H. Lehman by The Commission for the Study of Educational Problems of Penal Institutions for Youth, p. 63. Legislative Document No. 71.

is determined by the kinds of habits formed. Z. R. Brockway, who in 1898 was president of the American Prison Association, commenting upon this same thesis stated in 1872 that

"The prison school should be carried on for the high and holy purpose of forming aright character. Everything must bend to this."⁵

It is an accepted principle that a term of imprisonment in the average prison of today does little to elevate one's ambition and initiative, in fact, many a prisoner expresses a desire to "do his time" with as little effort on his part as is possible. The consequent routinized and stultifying existence is not training for better things nor is it acceptable character-building—on the contrary, it is character-deterioration. One of the functions of prison education is to prevent what is commonly referred to as "prison stupor" and to displace the habit or tendency to dwell in the past. Unless and until this is done the prison will remain but a place of confinement and a detriment to the community. Age-old philosophers have written that one learns what one does, and one cannot learn the fundamentals of citizenship, sportsmanship and consideration of the rights of others by being permitted to idle one's time. Few of us are sufficiently individualistic not to react occasionally to group pressure and the project at hand is one of formulating a prison community where this pressure will be strong enough, over a period of time, so as to result in more acceptable behavior. As has been emphasized the problem is essentially one of habit formation.

In tracing the development of prison education in America it is at once observed that the prison chaplain looms as the one important figure. For a long period religious and secular education were considered as one, and the clergy in order to teach prisoners to read the Bible had first to teach the fundamentals of reading and spelling. Elementary education was necessary to an important extent before religious training could be instituted. Probably the first record of prison education is that relating to the procedure in the old Walnut Street Prison, founded by the Philadelphia Quakers in 1773, three years before the birth of American independence in 1776, at the time that a clergyman, William Rogers, announced religious services and instruction for the prisoners. The jail officials fearful of the venture, introduced a cannon into the jail, placed it beside the

⁵ Brockway, Z. R. Proceedings of First International Penitentiary Commission p. 649. Private print.

pulpit and aimed it directly at the prisoners. Stationed beside it was a guard with lighted torch ready to ignite it at the first indication of rebellion.

With spasmodic efforts on the part of chaplains the next one hundred years witnessed little if any progress in the field of prison education. During that time and until 1876 with the opening of Elmira's Reformatory prisons were places of strict discipline and harsh punishment that knew no rehabilitative efforts.

One noteworthy incident as relates to New York State concerns an attempt in 1826 to determine the number of illiterate convicts and as a consequence the Rev. Jared Curtis became the founder of the prison sabbath school as well as the first resident chaplain in America at Auburn Prison in 1827. Many of the illiterate convicts referred to, none of whom were over 25 years of age, were divided into small groups and instructed by volunteer theological students.

In 1841 Governor Seward of New York stated that he "would have the school room in the prison fitted as carefully as the solitary cell and the workshop, and although attendance there cannot be so frequent he would have it quite as regular."⁶

In 1847 secular instruction as incorporated into the new prison law of that year supported by the Prison Association of New York and Section 61 provided for the appointment of two instructors at each of the three state prisons.⁷ They remained, however, under the direction of the chaplains. New York State thus became the first to provide paid, full-time prison teachers.

Largely through the efforts of Dr. E. C. Wines, who in 1862 became secretary of the Prison Association of New York considerable stimulus was given the cause of rehabilitation. Wines enthusiastically supported the early efforts of Warden Gideon Haynes at the Massachusetts State Prison, and aided the founding of another of the earliest formal educational programs. In 1867 Haynes instituted educational lectures several times monthly and in 1868 the Massachusetts legislature appropriated \$1000 for the purchase of schoolbooks, to be used in teaching illiterates through semi-weekly classes.

On a wave of unusual public interest and support occasioned through the untiring efforts of E. C. Wines and his son Frederick,

⁶ Klein, Philip, *Prison Methods In New York State*, Columbia University Press, 1920, p. 312.

⁷ Ibid, p. 312.

Theodore Dwight, and others, the founding of Elmira Reformatory took place with the opening of the institution in 1876. For a number of years prior to that time these persons planned and worked for an institution embodying the best rehabilitative thought available. Until 1881 little change was noted between the reformatory plan of education and that in vogue in the state prisons. Following that year an unusual educational program was instituted largely based on the typical public school grading plan but with some improvements.⁸

Taking advantage of the spread of public interest Dr. E. C. Wines in 1868 conceived the idea of calling a national gathering of penologists and others interested in the problems of the field. The result was a congress of 130 delegates meeting in Cincinnati in 1870 and the birth of the National Prison Association, now the American Prison Association, took place. With unusual forethought and a courageous conviction for the need of improved conditions, the congress adopted a Declaration of Principles that for many years served its purpose without need of revision. The original principle concerning education as stated in the Declaration of Principles is as follows:

"Education is a vital force in the reformation of fallen men and women. Its tendency is to quicken the intellect, inspire self-respect, excite to higher aims, and afford a healthful substitute for low and vicious amusements. Education is, therefore, a matter of primary importance in prisons, and should be carried to the utmost extent consistent with the other purposes of such institutions."⁹

Consider for comparison, the amended form of this declaration, approved at the 60th Annual Congress in 1930, and still in the record:

"Education is a vital force in the reformation of fallen men and women. Its tendency is to quicken the intellect, inspire self-respect, excite to higher aims, and afford a healthful substitute for low and vicious amusements. Recreation is considered to be an essential part of education. It has come to be recognized that recreation is an indispensable factor of normal human life. This principle is now heartily endorsed by prison administrators. Education in its broadest sense is, therefore, a matter of primary importance in prisons."

At the same time this principle was amended the Association authorized the appointment of a Committee on Education and at

⁸ Ibid, p. 316.

⁹ *Transactions of the National Prison Congress*, 1870, p. 542.

the 61st Congress in 1931 the committee made its first report. The committee conceived its function to be the promotion of better educational and library work in penal and correctional institutions.¹⁰ The report indicated, on the basis of a rather extensive survey, that educational work in American prisons remained at a low level, but that reformatories were attempting to emphasize their programs through improvements in personnel, lessening of mass education emphasis and a more careful selection of men assigned to vocational training.

During the past decade the Association's Committee on Education has been responsible to a large degree for the stimulus necessary to the advancement of prison education. In 1932 the Committee prepared and distributed *The Prison Library Handbook*, a bound volume describing standard library practice applicable to correctional institutions. Made possible by grants from the Bureau of Social Hygiene and the American Association for Adult Education the Handbook had an unusually wide circulation. Reporting an increased emphasis on prison education the committee continued to stress the great need for improved programs.

Through the intervening years the committee on education has published numerous studies, book lists, suggestions for procedure, journals and other information of significance and importance to administrators. This yearbook on correctional education represents the Committee's most ambitious effort to date and the committee personnel is deserving of much credit.

Educational efforts in New York were given considerable emphasis by the Commission to Investigate Prison Administration and Construction.¹¹ In fact, this Commission is largely responsible for the groundwork later extended by the Commission on Education in Correctional Institutions in the State of New York, appointed by Governor Lehman in December, 1933. The Prison Association of New York, through active representation on both commissions has had an important part in the advance of correctional education in New York. Outstanding among the original Commission's activi-

¹⁰ *Proceedings of 61st Congress*, American Prison Association, 1931, p. 209.

¹¹ Authorized by chapter 825 Laws of 1930. The Commission consisted of:

Sam A. Lewisohn, *Chairman*
Julia K. Jaffray, *Secretary*
Senator Thomas C. Brown
E. R. Cass
Assemblyman Milan R. Goodrich
Jane M. Hoey
Assemblyman James R. Robinson

Senator Fred J. Slater
Dr. Walter N. Thayer, Jr.
Ex-officio Members
Senator George R. Fearon
Senator John J. Dunnigan
Assemblyman Russell F. Dunmore
Assemblyman Irwin Steingut

ties, under the active and energetic leadership of Mr. Sam A. Lewisohn, was the setting into operation of an educational experiment at Elmira Reformatory in 1932. Stating that the aim of the Elmira experiment was "adjustment to life" the Commission felt that nothing was to be gained through academic instruction which has no connection with problems a released man would meet on his return to society. The present chairman of the Association's Committee on Education, Dr. Walter M. Wallack, was appointed director of the experiment and is deserving of a good part of the credit for its progress.

Through the continuing years the Prison Association of New York has accomplished much in the way of exploring the whole field of opportunity for correctional education.

This yearbook on correctional education is a milestone in the influence of the American Prison Association toward the advancement of scientific penology and the Committee on Education is to be commended for initiating and carrying through the project.

It is also appropriate to acknowledge the outstanding work of the Commission on Education in Correctional Institutions in the State of New York whose achievements are responsible for one of the most advanced correctional educational systems in this country and whose influence has been felt in many other states. The Engelhardt Commission, as the above Commission is usually called, made this yearbook possible by providing funds for its publication. The money was part of a grant made to the Commission by the American Association for Adult Education of the Carnegie Foundation for the purpose of encouraging the development of correctional education.

It is important to state that the points of view expressed by the contributors to this yearbook are their own and that undoubtedly there is some disagreement, but the writers are considered authorities in their respective fields and the general viewpoints expressed are held by the majority of correctional workers.

Correctional education is on the march and it is the anticipation of this Association that this yearbook will be the vehicle supplying the encouragement, procedure and stimulus to the end that the correctional institution will become a truly rehabilitative agency.

Edward R. Cass

General Secretary, The American Prison Association and the Prison Association of New York, and Member, New York State Commission of Correction.

PREFACE

When the Chairman of the Committee on Education of the American Prison Association proposed the publication of this Yearbook, the idea came close to winning unanimous approval. He believed that this volume should be a First Yearbook the contents of which would be a summation of the present status of thought and practice concerning the educational process at work in American penal institutions, and that subsequent Yearbooks, if published, should deal with some of the specific problems in correctional education, for example: social education, vocational education, education in institutions for mentally defective offenders, and education in institutions for female offenders.

However, somewhat in the nature of objections, the following questions were raised: Who will furnish the money for publication of the First Yearbook? For subsequent Yearbooks? Who will do the spade work in writing, editing, and distributing? Why undertake such a project which seems too ambitious? What purpose will the Yearbook serve? What is new to be written? What prison administrators who are looking for something practical will be interested in academic material? These are all proper questions.

The money for publishing the First Yearbook came from the Commission on Education in Correctional Institutions in the State of New York. The Committee on Education of the American Prison Association hereby gratefully acknowledges this gift. The names of the members of this Commission are listed elsewhere.

At present it is not known who will pay for the publication of subsequent Yearbooks. It has been demonstrated that there are persons and organizations with means who are interested in advancing and improving penological practices. Therefore, if this Yearbook serves its intended purpose to a worthy degree, it is reasonable to believe that funds may be obtained from some source for the publication of Yearbooks in the future.

The names of those who did the hard work in producing this volume appear throughout the text. They are only a few of the many able and experienced men and women in this country who could contribute to a volume of this kind. It is undoubtedly true that some of the most able did not have an opportunity to write for the First Yearbook. But those who did write have given of their best. Their work speaks for itself. Without exception each writer, an already very busy worker in his field, had to make some

considerable personal sacrifice in order to contribute to this volume. But it is such as these who keep the wheels of progress oiled. The editors of the Yearbook wish to record their thanks to all of them for their wholehearted cooperation. Members of the office staff of the Division of Education of the New York State Department of Correction and also Mr. E. R. Cass, General Secretary of the American Prison Association, deserve special mention. In particular, Dr. Glenn M. Kendall has been most helpful in assisting with the editing of the chapters. He used a large quantity of midnight oil in patiently reading all of the manuscripts for the purpose of reducing to some extent the repetition which necessarily occurs when a number of writers collaborate upon a project of this kind. It should be said that the editors tried to avoid changing in any way the point of view expressed by any writer, although all of them invited the editors to make necessary changes. Thanks are due the American Prison Association for distributing the Yearbook.

Those who thought this was to be an ambitious task were right, at least to the extent that a lot of hard work was required. But that is all right if the Yearbook proves of value to those who are doing the work of correctional education. What is said in the book is addressed chiefly to them. There is a constant flow of letters into the Albany office of the New York State Department of Correction from workers in all parts of this country, and occasionally from foreign countries, asking for information upon all of the topics treated in the following chapters, and some others. Such inquiries are concerned with the "why" and the "how" of the educational work in New York State institutions. It seems much better to meet this demand by presenting the knowledge and experience of workers in all parts of the country in a series of yearbooks. Therein lies the primary purpose of this book.

Secondarily, the Yearbook should be of value to institutional administrators who seek practical ways in which to improve the correctional functions of their institutions. It may be, as some believe, that our entire institutional system and penological practices are wholly misconceived and should be discarded. Be that as it may, the fact remains that the present system and practices are unlikely to undergo any radical changes very rapidly. Public indifference and lack of understanding of the problem as well as traditional fear and lethargy will, as ever, prove effectively resistive to rapid change. The history of the reforms in penology reveal

progress to have occurred as a result of constant pressure aimed toward introducing constructive procedures which in themselves are properly purposeful and as well serve to crowd out and replace other destructive procedures. No one can successfully deny the constructiveness of properly designed educational procedures nor that inmates of penal institutions are generally without the advantage of educational procedures that could have been individually beneficial to them. During recent years, and particularly since the publication some eight years ago of MacCormick's, "The Education of Adult Prisoners," institutional administrators are increasingly turning toward the inclusion of the educational process in their efforts to find practical devices for accomplishing correction. And what is most significant, they are realizing more and more that education in the institution is most practical when it is made purposeful upon a basis of individual inmate needs. Therefore, that which is new to be written about correctional education today concerns recent experience in developing practical educational procedures in terms of the newer concepts of purpose. Of such is the subject matter in this Yearbook.

It is to be regretted that there is a belief in some quarters that any discussion of educational practices must of necessity be described as academic, and that anything academic is likely to have the same effect upon a prison administration as does a red flag upon a bull. Some of us know that this belief is largely a fallacy. Experience has proved that most administrators are receptive to ideas and suggestions which are practical and which will aid them in improving their programs. Throughout this Yearbook educational theory is expressed through suggestions and plans which have been successfully carried out in correctional institutions. Every chapter was written by persons who have had considerable experience in and close contact with institutional problems. It has been demonstrated time and again that when the educational staff presents carefully prepared plans for improving the educational program, administrators provide the support necessary for the educational personnel to work out the technical details. It is believed that the discussions in this Yearbook will prove helpful to prison administrators who desire to strengthen their rehabilitative programs for inmates.

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October 1, 1939

CHAPTER I

RESUMÉ OF PROGRESS IN CORRECTIONAL EDUCATION

By

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More progress has been made by the prisons and reformatories for adults in the United States during the present decade in the development of educational programs comparable in aim, method and accomplishment to those in the world outside the walls than was made in the preceding century or more. Education of a sort was advocated by the founders of some of our earliest prisons, but only the most rudimentary types of education had found their way into our penal institutions up to the last quarter of the nineteenth century. When the first reformatory for men was opened at Elmira in 1876, education was proclaimed to be the keystone of the arch of reform. For a variety of reasons, however, the educational programs of our reformatories for men failed to fulfill the high hopes of their founders and, in most reformatories, sank for a time to the level of mediocrity. The beginning of what may be considered the modern era in penal and correctional education was approximately ten years ago, in 1929-30, and it is from this date that one sees the most striking and significant advances that education has ever made in the history of our prisons and reformatories.

Instruction in our prisons up to the middle of the nineteenth century was largely religious in nature or, if secular, it was designed to facilitate religious instruction. The first book introduced into our prisons was *The Book*. The chaplains were charged with the duty of instruction and confined their efforts largely to teaching prisoners to read the Bible and religious tracts, and instructing them in religion and morals. In New York State the laws of 1822 provided that "it shall be lawful to furnish a Bible for each prisoner confined in a solitary cell" and in 1829 this privilege was extended to all inmates. In 1824 the Warden of Auburn Prison successfully opposed an attempt to teach the younger convicts to read and write for fear of "the increased danger to Society of the educated convict."

As late as 1845 very few institutions taught even the three R's and a characteristic form of instruction consisted of the chaplain teaching the rudiments of reading or arithmetic to a prisoner through the grated door of his cell in a semi-dark corridor lighted by a dingy lamp.

Recognition appears to have been first given to education in the laws of any state in 1847, when a law was passed in New York State providing for the appointment of two instructors at each of the state prisons and providing that

"it shall be the duty of such instructors with, and under the supervision of, the Chaplain to give instruction in the useful branches of an English education to such convicts as, in the judgment of the Warden or the Chaplain, may require the same and be benefitted by it; such instruction shall be given for not less than one hour and a half daily, Sunday excepted, between the hours of six and nine in the evening."

Reports of the Prison Association of New York in the early seventies, however, indicate that the educational work provided by this law amounted to little. At that time there was apparently little educational work that was worthy of note in any of the prisons of the country, although the importance of academic education was generally recognized and prison libraries had also succeeded in establishing their validity on other than theological grounds.

It was in 1869 that one of the most significant steps forward in the history of American penology, from the standpoint of rehabilitation in general and education in particular, was taken when the New York legislature provided for the establishment of a reformatory for young men at Elmira. This institution, which was opened in 1876, is the pioneer reformatory for men in this country. Today there are twenty-four such reformatories in twenty states and the District of Columbia. Of these, New Jersey has two, one walled and one unwalled, and the United States Bureau of Prisons operates two, both unwalled. While institutions in different parts of the country and established on widely scattered dates over a period of sixty years are bound to differ somewhat in plan and program, most of the reformatories for men were patterned after Elmira and the educational history of the whole group, with the exception of those established in recent years, is substantially the same as that of Elmira.

In the early reformatories for men, established under the influence of what was known as the Irish system, emphasis was placed on

education, productive labor, the mark system, the indeterminate sentence, and parole. The type of education which their founders had in mind may be determined from a description of the Elmira program written by F. H. Wines:

"The other great thought, here insisted upon, as nowhere else in the world, is that the whole process of reformation is education; not meaning by that term the injection of information without assimilation, but the drawing out to its full natural and normal limit of every faculty of the body, mind, and soul of every man who passes through the institution. This is accomplished by all sorts of athletic training, shop work, military drill, gymnastics . . . baths, massage, and diet; but all sorts of intellectual discipline as well, including not merely instruction and the hearing of lectures on subjects in which prisoners most need instruction, but also systematic reading under direction, and examination upon the books read; writing for the . . . prison weekly which circulates instead of the ordinary daily newspaper within the walls; and debate, in the presence of a teacher who guides and moderates the discussion. Trade instruction is made prominent. The aim of the institution is to send no man out who is not prepared to do something well enough to be independent of the temptation to fraud or theft."¹

Thus did Z. R. Brockway, the first Superintendent of Elmira, give education for the first time an important place in the correctional process. That the older reformatories never lived up to the expectations of their founders is due to a variety of causes. Even if the pioneers realized with what difficult human material they were dealing and how involved the process of reformation would prove to be, it is certain that many of their successors did not and that they and the general public relied too complacently on the power of educational machinery to grind out a worth while product on a mass-production basis. Sixty years of experience have taught us that reformatory prisoners in their late 'teens and early twenties are inclined to be unstable, unresponsive and apathetic toward good influences in general and education in particular, because they have so often found public school work distasteful. Today we seek to individualize the educational work in our institutions, especially for the younger group, and to adapt it to their particular needs, capacities and desires rather than to some arbitrary educational standard.

¹Wines, F. H., *Punishment and Reformation* (Revised), pp. 230-231., Thomas Y. Crowell Company, New York.

In the earlier years of their existence, the educational work of the reformatories for men was patterned closely after the standard public school courses in which most of the prisoners had already failed. Vocational education was prescribed on an unselective basis, and the trades were taught with heavy emphasis on monotonous training exercises and with insufficient opportunity for practical application. Productive industries were almost universally barred on the assumption that they had no place in a reformatory program. The result was that there was not enough work for all the prisoners, and both the classrooms and the vocational shops were cluttered up with "students" who had neither capacity for nor interest in the type of education which they were offered.

Education, both academic and vocational, became frequently a mass treatment process, in which a stereotyped routine was followed. Legislatures and budgetary authorities, accepting even the slow whirl of educational machinery as evidence that something was being accomplished, granted inadequate funds for personnel, equipment and supplies. Insufficient opportunity was given for the educational personnel to keep in touch with the subjects or the trades which they were teaching and the reformatory programs became inferior even to those of the public school system, which had little enough to offer a problem boy in his late 'teens during the latter part of the nineteenth century and the first years of the twentieth.

As the superintendents of these institutions began to recognize the futility of attempting to give academic and trade training to all their young charges and sought to establish productive industries, they found it virtually impossible to establish a diversified system of industries having vocational training value and sometimes found themselves saddled with contract shops manufacturing cheap clothing or other shoddy products.

The history of our reformatories for men from 1876 to 1930 is not one of complete failure, however. It is rather the history of a losing fight to live up to the expectations of the public that mass education in and of itself could accomplish the miracle of reform with a group of young prisoners who had already failed in the public schools, some of whom could not profit appreciably by any type of education, and many of whom could be reached successfully only by a highly individualized educational program, staffed with superior personnel, and supported by adequate appropriations for all purposes. It was not that the superintendents of these institutions

were insincere in continuing to go through the motions of trying to educate all the prisoners long after they had realized the futility of such an attempt, but that they were public officials who were obeying the public dictate that they carry on what was conceived to be a reformatory program, but without the facilities, funds or personnel required to educate young men, let alone to reform them.

By 1930 there were points of excellence worth noting in practically all of the reformatories for men, but none had a really effective program of education and none was adequately staffed and financed, especially for vocational training. Throughout the country, however, the reformatories were clearly throwing off the shackles of tradition and were gradually developing educational programs that were selective and individualized and followed, in content and method, the best current educational practice. Today the low rumbling of outworn educational machinery is no longer the typical sound of the reformatory. There, as elsewhere in the penal and correctional field, we have achieved a re-statement of aims, or rather a re-definition of the methods by which the ancient and worthy aim of reform can be achieved. The best educational programs to be found in all the institutions of the country today are probably those of the New York State Reformatory at Elmira and the United States Industrial Reformatory at Chillicothe, Ohio.²

Twenty-one states in the Federal Government operate twenty-five reformatories, prisons or farms for women. The first of these was established in Indiana in 1873 and the second in Massachusetts in 1877. All of the others have been established since 1900. From the first, the reformatories for women and similar institutions established to take the place of the former women's sections of men's prisons had an educational aim; this aim, whether definitely expressed or not, was social education: training for life in the world outside as a well adjusted, socialized human being. From that standpoint, they were a decade ago the most hopeful of all our American correctional institutions. That they no longer have a position of pre-eminent leadership in the field is due rather to the advances made in institutions for men than to retrogression in the women's reformatories. Institutions for women have an advantage over those for men in that the daily routine work provides excellent

²For further analysis of the development of the legal concept of correctional education, in one State from 1822 to 1935, see *Education Within Prison Walls*, Wallack, W. M., Kendall, G. M., and Briggs, H. L., pp. 3-9, Bureau of Publications, Teachers College, Columbia University, New York, 1939.

training for the occupations into which many of the women go. Their physical plants are generally so designed as to contribute to their educational effectiveness and to enhance their socializing value. In the newer institutions the buildings and grounds resemble those of fine schools more nearly than of penal institutions. Although women's reformatories have never had adequate funds, they tend to employ staff members who have a socialized viewpoint and their staffs ordinarily contain a larger percentage of persons with professional or technical training and outlook than do the staffs of men's institutions. They have not been afraid to carry on some activities in the recreational and cultural field which men's institutions long avoided for fear of public criticism.

The chief weakness of educational programs in women's institutions has been that they have tended to put too little emphasis on the mechanics of training, just as men's reformatories tended to over-emphasize machinery and program. Vocational training of women prisoners often shows the lack of precise and careful planning in accordance with accepted educational standards. It has been and still is too often haphazard, the institution relying on the head of the laundry, for example, to instruct the women working there without setting up a definite course of training in which the routine work is supplemented by technical instruction and other related work. These institutions now very generally realize that it is possible to give organized vocational training of the most intensive sort without losing any of the touch with reality or the appeal to the interests of the women which have made their educational work a living thing.

The program of academic education in most reformatories for women has been radically weak in the past and today has definitely fallen behind similar programs in the leading institutions for men. It is true that many reformatory women are of low intelligence and find academic instruction difficult and dull and that they are more interested in vocational training. It is also true, that, with the exception of those who are going into commercial work and similar occupations, women prisoners are inclined to feel that academic education will not be of great value to them. The more progressive reformatories for women, however, are individualizing their academic training, correlating it with the vocational training and with those activities which aim particularly at social education, and so are giving it significance. It is interesting to note that one of the oldest reformatories for women in the country now refers to all its

inmates as "students." The chief bar today to educational advance in the reformatories for women is not the lack of a high purpose but, as in the institutions for men, the lack of adequate funds for educational equipment and supplies and especially for personnel. In summary, it may be said of these institutions that they fortunately escaped the period of stereotyped and futile routine through which so many reformatories for men passed and that they may again take the lead among correctional institutions, especially in vocational training and social education.

As stated above, the year 1929-30 marked the beginning of what might be called a renaissance in prison education, except that there was very little to be re-born. These years marked rather the beginning of a period during which the idea was firmly established in the minds of institution officials, and that portion of the public which is interested in such problems, that education is an essential element in a modern program of correctional treatment, and that it must be education of the same type and quality that has been found effective with adults in the world outside of institutions, with such modifications as are dictated by the fact that the locale is a prison and the students are prisoners. During the past decade prison education at last achieved maturity, has put on long trousers, has risen above the level of the three R's, has become a process of educating adults by adult methods. Professional personnel and professional standards have found their way at last inside our prison gates and it is accepted as axiomatic among progressive officials that anything falling below the level of accepted educational standards has no more place in the prison than it has in public school systems and training courses for free adults.

What was the general situation in our penal and correctional institutions for adults just prior to these significant years 1929-30 and what brought about the changes that have taken place since then? The writer is in a position to answer the first part of this question with confidence, for during the year 1927-28 he visited all the prisons and reformatories for men and women in the country, with three exceptions, and made an intensive study of their educational programs under a grant of funds from the Carnegie Corporation to the National Society of Penal Information, now the Osborne Association. It is unnecessary to give a detailed picture of what he discovered during that year, and the record is not one which most of us who are engaged in educational work for prisoners like to recall.

It was necessary to record with regard to the prisons, as distinct from the reformatories for men and women, that

"taking the country as a whole, we are tolerating a tragic failure. * * * Not a single complete and well-rounded educational program, adequately financed and staffed, was encountered in all the prisons in the country. * * * There is no educational program in thirteen prisons. In about an equal number the educational work makes little more than a halting and grudging bow to state laws requiring that every prisoner (with liberal exceptions made by the Warden and the industrial authorities) shall be given a third or fifth grade education. In less than a dozen prisons the work is extensive enough or effective enough or sufficiently well supervised to rise above the level of mediocrity. In the remainder, constituting about half of all the prisons in the country, the educational work has little significance. * * * It is an amazing fact that not one prison has an organized program of vocational education. * * * There is also little educational opportunity for the prisoner who wishes to advance beyond the lower grades or who already has education enough to fit him for advanced studies. * * * The educational work of most prisons, in brief, consists of an academic school closely patterned after public schools for juveniles, having a low aim, enrolling students unselectively, inadequately financed, inexpertly supervised and taught, occupying mean quarters and using poor equipment and textual material."

Among the things which the writer saw in penal institutions in various parts of the country during that year are the following:

"History being taught from texts that were published before the World War, and reading from primers published as far back as 1868; seventy-five men of all ages crammed into the only classroom in the prison, seated on backless benches without desks, taught under the district school method by an earnest but untrained chaplain, and searched by guards on entering and leaving the classroom; sixty reformatory inmates in a single room, taught by an untrained inmate under twenty years of age, with a sleepy, stupid-looking guard perched on a high stool in the front of the classroom to keep order; guards conducting classes with hickory clubs lying on their desks; guard-teachers, after a hard day's work in the school, 'swinging a club' over their erstwhile pupils in the cell houses and mess hall; a \$130-a-month guard in charge of the educational work in a 3,000-man penitentiary; men studying in the prison of one of the wealthiest states in the country by the light of fifteen-watt bulbs; rules forbidding prisoners attending school to have writing material of any kind in their cells; educational 'systems' that consist of allowing prisoners, without guidance, to purchase correspondence courses far beyond their ability and to follow them without assistance; schools that are nothing but dumping grounds for the industries, places of temporary sojourn for men who have not yet been assigned

to work, or convenient roosting places for yard gangs that are called on occasionally to unload cars of coal and other supplies; libraries in which there are not more than a dozen up-to-date books possessing educational value."

This rather distressing description is quoted now chiefly because it offers several excellent examples of what has happened in the ten years since it was written. To choose only a few of the items, most institutions now teach history that is as up-to-the-minute as the radio and the daily newspaper can make it; the institution where the district school was being conducted now has an elaborate educational program, worked out with the help of the state university, and has recently completed psychometric tests of all its prisoners; the institution where the young inmate was teaching under the drowsy eye of a guard now has one of the two best educational programs to be found in the country. The 3,000-man penitentiary referred to now has an outstanding educational program under a man with a Ph.D. degree, assisted by a trained staff and having excellent classroom and library facilities at his command. The institution with the fifteen-watt bulbs may still have them in its oldest cells, but it also has one of the finest educational buildings to be found in the country, as well as the most expensive system of intramural correspondence courses.

As a matter of fact, there were some bright spots in the educational programs of our institutions even in 1927-28. The two outstanding programs at that time were probably those of the California State Prison at San Quentin and the Wisconsin State Prison at Waupun, chiefly because of the extent to which these institutions were utilizing correspondence courses provided by their respective state universities and so were not only individualizing education but keeping it on a high level. Both institutions were also receiving great help from their state library authorities. The library service in the Minnesota institutions, under a trained supervisor of institutional libraries, was outstanding in the country. Prison libraries in general showed sincere interest and conscientious effort on the part of those in charge of them, although they also showed notable lack of funds for new books and supplies and were seldom in charge of trained librarians. Even in the South, where educational work in prisons was virtually non-existent, Virginia was showing what could be done with a trained director of education and some help from a near-by university. An encouraging sign was the presence of trained educational directors on a full-time basis in

a half-dozen prisons, the provision of free extension and correspondence courses for prisoners by Pennsylvania State College, the pioneer effort of the State Department of Education in Arkansas to provide educational opportunities on the scattered prison farms, the correlation of education with the psychological work in the Pennsylvania prisons and in New Jersey, and the foremen's training conferences conducted at the Ohio State Penitentiary under the auspices of the State Department of Education. These scattered instances of diverse accomplishments are meagre enough but they stand out in contrast to the generally dark picture which one was forced to paint of educational work in our prisons a decade ago. The situation in the reformatories for men and women, which was far better than that in the prisons but in no instance revealed an adequately financed and staffed educational program, has been described briefly above.

The significance of the year 1929-30 as the turning point in the history of American correctional education is due to several things, of which the most important are probably the striking developments which began at that time in the educational programs of the Federal prison system and of New York State. These developments offer concrete illustrations of what can be accomplished, and demonstrated beyond question that well-rounded educational programs can be established on a high level in penal and correctional institutions. Obviously, the Federal and New York State prison systems had more resources at their command than those of most states, but the examples they offered were effective, just as the educational practices of the larger cities are reflected in the smaller and poorer communities.

At about this time a wide-spread interest in educational work for prisoners began to develop rapidly. The book³ which resulted from the nation-wide survey referred to above attracted attention to the problem and pointed out ways in which the existing situation could be improved. Prison officials began to talk of education in new terms and with a new comprehension of its possibilities. The American Prison Association established a standing Committee on Education in 1930. This committee collaborated from the first with the Committee on Institution Libraries of the American Library Association and sought to promote improved library programs because of their value in direct and indirect education. In 1938 the American Prison Association created a standing Committee on Libraries. The Committee on Education has provided interest-

³MacCorrick, Austin H. *The Education of Adult Prisoners*, National Society of Penal Information, New York, 1931.

ing and instructive programs at the annual Prison Congress since its establishment and has produced various publications, the most ambitious and important one being the volume of which this chapter is a part.

The developments in the Federal prison system began with the appointment of Mr. Sanford Bates to the office of Superintendent of Prisons (the title was later changed to Director of the United States Bureau of Prisons) and were a part of the general program of rehabilitation which was established in the Federal institutions under his administration. Congressional appropriations obtained in 1930 made it possible to establish a trained supervisor of education, two assistant supervisors, and a trained librarian in each of the major Federal penitentiaries and reformatories. Correspondence instruction had already been initiated at the United States Penitentiary in Leavenworth by L. R. Alderman of the United States Bureau of Education and a very fine library had been established at the McNeil Island Penitentiary, largely through efforts of the prisoners themselves. The beginning of an educational program had been made at the United States Industrial Reformatory at Chillicothe, but in none of the Federal institutions prior to 1930, was there any educational work worthy of note.

Classrooms and improved library facilities were provided, even in the old penitentiary buildings, and extensive use was made of intramural correspondence courses to supplement the classroom instruction. In the new United States Northeastern Penitentiary at Lewisburg, Pennsylvania, opened in 1932, provision was made for up-to-date educational facilities and a fine school building was built at Chillicothe. Vocational training shops were later constructed at Chillicothe, the new United States Southwestern Reformatory in Oklahoma was provided with excellent facilities, and gradually even the older institutions made adequate physical provisions for both education and library work.

Today the educational staffs have been expanded in all Federal institutions and the quality as well as the extent of the instruction offered shows marked advance. As stated above, the academic and vocational training program at Chillicothe is probably superior to that of any other institution in the country, with the possible exception of Elmira. Even more indicative of the general progress in the Federal system is the situation at Atlanta, for example, where a day school is conducted throughout the week with an average attendance of 800 prisoners, 56 correspondence courses for cell house

study are being taken by 430 prisoners, and a modern library under a trained librarian provides ample reading and reference room space as well as 18,000 books freshened regularly by new purchases. The superior facilities at Lewisburg have made it possible not only to establish a program of academic education enrolling a large percentage of the prisoners on a voluntary basis, but also to provide a wide variety of vocational training courses on a selective and individualized basis.

The great advances that have been made in the institutions of New York State since 1930 were not due to a single occurrence, but rather to a series of wise and constructive administrative acts. In 1930 Governor Roosevelt created a Commission to Investigate Prison Administration and Construction and appointed Mr. Sam A. Lewisohn, chairman. This Commission made an intensive study of the whole problem, and a sub-committee under the chairmanship of Mr. Edward R. Cass, General Secretary of the American Prison Association, made a study of the educational problem and prepared a report and recommendations. In November 1932, Dr. Walter M. Wallack, now Chairman of the Committee on Education of the American Prison Association and editor of this volume, was employed by the Lewisohn Commission as educational advisor. He was sent to Elmira Reformatory to re-organize the educational program there and after the Lewisohn Commission terminated its work he was appointed Director of Vocational Education in the State Department of Correction and continued to supervise the work at Elmira. These were the first steps in the process of bringing not only Elmira but the whole institutional system of New York State to a position of leadership in the educational field.

In 1933 Governor Lehman created a Commission for the Study of the Educational Problems of Penal Institutions for Youth, composed of educators, penologists and laymen and headed by Professor N. L. Engelhardt of Teachers College. As one of its major projects the Commission established and sponsored, with a grant of \$25,000 obtained through the American Association for Adult Education from the Carnegie Corporation, two experimental programs, one in social and vocational education at Wallkill Prison and a second in vocational education at Clinton Prison. With the help of the Commission legislation was passed creating a Division of Education in the State Department of Correction and Dr. Wallack became the first Director. When the demonstrations in the two institutions were successfully completed, the two trained men who had been in

charge of the project at Wallkill were appointed Assistant Directors of Education in the State Department.

With the steadfast support of Governor Lehman budget appropriations for educational work have been increased steadily until the present budget represents an increase of approximately 150% over that of 1931. This increase is largely reflected in additions to trained personnel. From one to ten teachers have been added in each institution and a number of experts have been added in supervisory positions. The present appropriations for all educational purposes in all institutions under the Department of Correction is approximately \$350,000. This appears to be a large sum but actually represents an annual cost per inmate of about \$25. This is extremely low when compared with public school cost per pupil.

Not only do the New York State institutions utilize the best material available from outside sources, but they have also developed high grade teaching material for both academic and vocational courses, especially prepared for adult prisoners. The most significant development is the program of social education, in which as much of the teaching as possible is done in such a way as to produce the maximum socializing value, and in which special courses are presented to develop social insight and attitudes as well as skills.

The Division of Education was charged in 1936 with the duty of organizing and directing the Central Guard School which was established at Wallkill to train recruits and later to give in-service training to the guards in the various institutions. The school has now trained over 1,000 guards and a number of men of higher rank. This activity is cited because, in the opinion of some of the leaders in the institution educational field, the training of guards and other personnel is a proper function of the educational authorities as well as the training of prisoners.

The influence of these two large and important prison systems on the institutions of the rest of the country has been marked. No longer has it been necessary to discuss theory; at last it is possible to point to actual accomplishments. Directors of education, teachers and chaplains who are playing a lone hand in institutions here and there about the country have borrowed ideas and material from New York and from the Federal Government, and have been encouraged anew by the proof that successful educational programs can be established if funds and personnel are made available.

Progress during the last decade has by no means been confined to these two systems. San Quentin has expanded and improved its already noteworthy correspondence course system and has obtained permission from the University of California to grade the papers of the inmate students. Its inmate teachers are accredited by the State Department of Public Instruction, a fine new educational building has been constructed, the State Library Commission continues to cooperate to the fullest extent, and San Quentin now has a much more well-rounded program than ten years ago. The Wisconsin Prison and the Reformatory for Men still use the excellent extension courses supplied by the University and the unusually liberal book-lending services of the State Library Commission. Their program has been greatly improved, however, by the appointment of trained resident directors of education, so that the university courses are now only a part of a well-rounded program.

Another of the pioneers in good educational work, the Western State Penitentiary of Pennsylvania, has expanded and improved its program and the Eastern State Penitentiary at Philadelphia has a trained director and a constantly expanding program. The Michigan State Prison at Jackson has one of the most extensive programs in all the prisons of the country, and the Massachusetts institutions are advancing, particularly the State Prison Colony at Norfolk, whose library is especially worthy of note. In a number of the southern prison systems, notably that of North Carolina, and elsewhere throughout the country, progress has been made with the aid of educational personnel supplied by the Works Progress Administration and it is hoped that these gains can be consolidated by the appointment of permanent personnel when W.P.A. services cease. Courses are no longer confined to the elementary grades in either prisons or reformatories; many offer courses of high school and college level, and several state departments of education and universities give standard credits to prisoners completing extension courses.

Even in jails and other institutions for short-term prisoners there are sporadic examples of attempts, usually with W.P.A. assistance, to establish educational and library programs in spite of the well-known difficulties encountered. At the New York City Penitentiary on Riker's Island 1200 prisoners voluntarily attend day or evening school or are enrolled in cell study correspondence courses. The warden of this institution is the former director of education of a Federal penitentiary, and his staff includes trained men selected

by civil service to head the education, library and recreation programs. They are assisted by a large number of W.P.A. teachers, librarians, recreation workers, musicians, vocational instructors, and clerks.

Space forbids mention of all the instances of progress which could be cited in various parts of the country. That education is solidly entrenched in our institutions is unmistakably clear; institution officials everywhere are desirous of establishing educational programs as soon as funds are available, and the development of outstanding programs appears only to await the day when legislators and state administrative officials grasp the importance of educational work as an agency of rehabilitation and therefore as an instrument for the protection of Society.

An encouraging sign is that administrators of state and local educational systems are at last becoming alive to and interested in the part they can play in the work of controlling crime at every stage of the process from the prevention of juvenile delinquency to the training of the adult prisoner in preparation for parole. The American Association of School Administrators, at its annual conference in 1938 in Atlantic City, invited a dozen penologists and educators interested in prisoner-education to address one of its sessions on the topic "Reduction of Crime Through Improved Public Educational Programs and the Educational Rehabilitation of Prison Inmates." Not only was a large hall crowded to capacity, but the overflow audience filled several large adjoining rooms and listened to the speeches over the public address system.

In 1939 a similar session on "The Challenge of Crime" drew 8,000 school administrators to the Municipal Auditorium in Cleveland. In 1933 the New York State Vocational Association first organized a section on Correctional Education which has met annually since that time; the 1939 meeting had the largest attendance to date. Other educational organizations, both national and local in scope, are now showing interest in a problem which ten years ago seemed to them nearly as remote as the education of priests in the monasteries of Tibet.

In conclusion, the significance of the progress that has been made in the last decade lies not so much in such visible and tangible things as new buildings, new books and supplies, new personnel with training and vision. It lies rather in the establishment of new standards, so that we can no longer speak properly of prison education as distinct from other types of education. Today we have accepted the

aims of education as we find them in the free world and have voiced our declaration of faith that these aims are not too high for those who are educating prisoners. We are not trying to develop some freakish and bizarre technique which may work the magic of reformation, but are utilizing the educational tools, content and method which time has demonstrated to be effective with free adults and which sound judgment and experience convince us will be effective with prisoners. Above all things, we have accepted the fact that the education of prisoners must be in the hands of educators, and that they must be persons with superior training and ability if they are to organize and conduct programs the essence of which is individualization. The following chapters will reveal the diversity of the problems encountered by the prison educator. It has been the purpose of this chapter to trace briefly the progress from the early days of the religious tracts and the three R's to the present day concept of education in its broadest sense.

CHAPTER II

FUNDAMENTAL FACTORS GOVERNING THE SUCCESS OF A CORRECTIONAL EDUCATIONAL PROGRAM

by

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When the Commission on Education in Correctional Institutions in the State of New York was first appointed by Governor Herbert H. Lehman in December 1933, one of the first tasks confronting it was to define the scope of education in correctional institutions. The Correction Law previous to this time carried a very restricted concept of education. On May 3, 1935 an amendment to the Correction Law of New York State was passed which incorporated the following definition of prison education:

Section 1. The objective of prison education in its broadest sense should be the socialization of the inmates through varied impressional and expressional activities, with emphasis on individual inmate needs. The objectives of this program shall be the return of these inmates to society with a more wholesome attitude toward living, with a desire to conduct themselves as good citizens and with the skill and knowledge which will give them a reasonable chance to maintain themselves and their dependents through honest labor. To this end each prisoner shall be given a program of education which, on the basis of available data, seems most likely to further the process of socialization and rehabilitation. The time daily devoted to such education shall be such as is required for meeting the above objectives. The director of education, subject to the direction of the commissioner of correction and after consultation by such commissioner with the state commissioner of education, shall develop the curricula and the education programs that are required to meet the special needs of each prison and reformatory in the department.

Those responsible for securing this change in the Correction Law felt that prison education must concentrate upon the needs of the individual and must furnish a substantial foundation upon which the individual can build for readjustment into the social and economic life into which he returns. It was felt that education for vocational ends alone would not suffice in the rehabilitation of the prisoner but that he must be given a new outlook upon the

social order of which he is a part. This new 1935 law expresses the objectives of an educational program so widely that practically any desirable educational curriculum may be developed in the institutions of New York State.

In this broad definition of correctional education, there is no desire to minimize the importance of vocational education. It is fully recognized that the educational program of the prison should be sufficiently broad to enable the released inmate to become a self-maintaining member of society. The vocational activities should be such for each individual as to make this accomplishment possible. It is also assumed that inmates lacking in their early education in the fundamentals of reading, writing, and arithmetic must be allowed to develop a proficiency which is in accord with their vocational needs and also of a nature to make for broadening their horizons on leaving the institution.

If nothing else can be accomplished, the educational activities should at least provide for clearer understandings on the part of the inmate of modern social and economic problems so that undesirable attitudes toward social institutions may be revamped in the light of better knowledge. In other words, the program for social education should be a very extensive one and should be adjusted definitely to the peculiar needs of the institutionalized individual.

Perhaps no single phase of prison education is more important than that of the stimulation and development on the part of inmates of interests and skills in worthwhile leisure-time activities. This program of education should compensate against the retirement of individuals from normal life and should permit of encouragement of the gradual return of individuals to activities engaged in by those outside of prison walls. It is also possible that the educational program in leisure-time activities will tend toward guidance into fields in which inmates may make a reasonable living for themselves and families. The educational program should also stress the problems involved in cooperative living so that inmates may learn adaptation to customs and habits of social groups long approved by society in general.

The institutionalization of man has grown rapidly in our civilized countries. The cost of this institutionalization has also increased many times. It cannot be expected that our society can continue to add to these costs indefinitely. Men and women sent to institutions for the breaking of laws may be expected to return to society

after periods of imprisonment of varied lengths. If the institutional program has been successful, the readjustment of the individual on his return to society should be readily and successfully made. To be sure, this is an ideal which has not yet been achieved. The accomplishment of this ideal can only be brought about through the right kind of educational programs. Society knows well what it expects of the inmate who is returned to its ranks from the correctional institution. The aim of the educational program of society in the correctional institution should therefore be to guide and train the individual inmate so that he may carry out successfully the responsibilities which society places upon him on his release. The social education program of the prison should enable the inmate to do better the desirable things that he normally would do on his release from the institution.

The new Correction Law, in which correctional education was redefined, also set up certain educational requirements for the certification of teachers in the institutions of New York State. The law reads as follows:

The state commissioner of education, in cooperation with the commissioner of correction and the director of education, shall set up the educational requirements for the certification of teachers in all such prisons and reformatories. Such educational requirements shall be sufficiently broad and comprehensive to include training in penology, sociology, psychology, philosophy, in the special subjects to be taught, and in any other professional courses as may be deemed necessary by the responsible officers. No certificates for teaching service in the state institutions shall be issued unless a minimum of four years of training beyond the high school has been secured, or an acceptable equivalent.

No educational program can be carried out satisfactorily in an institution without well-trained teachers. All members of the personnel, in addition to being thoroughly trained in their own specific duties, should have a clear understanding of the objectives and functions of each phase of the institutional program. There must be a high degree of integration between the programs of the educator and the other programs which are being carried out in the institution. Social and economic rehabilitation of the inmate can only be accomplished when the institutional administration and the entire prison personnel become conscious of what the educational program is attempting to achieve, and of the procedures necessary to secure the results. Education must be an integral part of the organization for administration in every institution.

Each member of the employed personnel, from the warden down to workers in all of the areas of the institution, must have frequent opportunity for interpreting the functions of education and for learning definitely what is being attempted through the educational program.

Education in correctional institutions must have definite and tangible outcomes. The program must be organized by professional workers who understand curriculum development and the methodology to be employed, and who are familiar with the materials and literature of the fields in which the inmate is to be instructed. The educational director in the correctional institution must be given authority commensurate with the scope and possibilities of the educational program to be carried on. He must be a trained supervisor familiar not only with education, but also with the problems of penology. He should have intimate knowledge of the administration of penal institutions.

No program of education can be advanced successfully except as the educational work is highly integrated with that of the Parole Board. The Parole Board occupies a strategic position with reference to the inmate. It knows the types of activities in which the inmate may enter upon release, it can assist significantly in suggesting the types of educational programs to be advanced, and it should use the institutional record of education and vocational achievement in its follow-up work with the released inmate. Educational adjustment itself will not be meaningful except as society is willing to assist parole boards and the institutional authorities in providing every opportunity to the inmate of taking a desirable place within the social group.

Education in correctional institutions cannot be carried on in its most significant way except as the state-wide system of classification of prisoners is advanced to the point where each institution receives only the type of inmate best adapted to its organization and objectives. Inmate programs of reeducation and rehabilitation can only be planned on an individual basis and only in the light of all pertinent factors. The classification clinic and guidance bureau of each institution must be prepared to render service in giving the complete history and diagnosis of individuals so that purposeful training and true guidance may be based thereon.

No program of prison education can be successful except as the curricula are developed with reference to the special needs of the groups to be educated. Continuous experimentation and research

in curriculum must be carried on so that the best methods of readjustment in all phases of prison life may be ascertained. The transfer of curricula from the public schools and colleges to the field of prison education cannot be expected to be successful. Curriculum must be adapted to the needs of the individuals and to the institutions in which those individuals find themselves.

Pugmire¹, in his study on *The Administration of Personnel in Correctional Institutions in New York State*, defines correctional education as follows:

Correctional education is the process or the means of achieving the reformation, correction, or rehabilitation of inmates in correctional institutions. It comprehends all of the experiences which such an institution can bring into the lives of those inmates. It goes beyond the programs of academic and vocational instruction commonly found at the present time and includes the activities of every department or division of the institution with which inmates have contacts. It makes prisons and reformatories basically educational institutions.

In reality, the correctional institution is going through a period of transformation. The purposes underlying the work of the institution, which have been inherited from the past, are undergoing rapid change. Society is not interested merely in the imprisonment of individuals. Society operates successfully to the degree that the largest percentage of its membership is working in normal situations and contributing successfully to the social and economic advance of the group. The whole purpose of prison education should be to return individuals to the ranks of society with such equipment that they may serve society successfully and at the same time live reasonably happy and constructive lives.

¹Pugmire, D. Ross. *The Administration of Personnel in Correctional Institutions*. Bureau of Publications, Teachers College, Columbia University, 1937, pp. 14-15.

CHAPTER III

ORGANIZATION AND ADMINISTRATION
OF EDUCATION—ITS INTEGRATION WITH OTHER
ELEMENTS IN THE TREATMENT PROGRAM

by

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Prisons for adults in the United States have a population of approximately one hundred and fifty thousand, which is larger than the population of Des Moines or Scranton, Salt Lake City or Chattanooga. The fact that the great majority of the adults committed to our prisons eventually return to society should cause every citizen interested in the general welfare of our commonwealth to give serious thought to the program of penal institutions.

Improvement in the prisons of the United States has been marked in recent years. One cannot read proceedings of the American Prison Association¹ following 1920 without being very much impressed by the sincere desire of the leaders of this organization to accept the philosophy that the rehabilitation of prisoners is the second of their two major objectives, the first, of course, being the carrying out of the order of the court relative to security. Today it is quite commonly accepted that it is idle to expect mere incarceration to improve or reform character.

The effective education of prisoners is a recent addition to the treatment program which as yet is not utilized by all of our state penal institutions. This fact was brought to public attention about ten years ago by Austin H. MacCormick,² then assistant director of the Federal Bureau of Prisons, now commissioner of the department of correction of New York City, who officially visited all of the prisons and adult reformatories in the United States. In the chapter of this yearbook entitled *Resumé of Progress*, MacCormick indicates the improvement which has taken place since his survey.

The fact that there are prisons and reformatories where today the education program is weak or nonexistent, although regret-

table, is not surprising because inertia in this movement, as in most departures from pattern thought, is generally deep-rooted and slow to yield to change.

The national parole conference which met in Washington, D. C., April 1939, recommended among other things, that all prison sentences should be indeterminate rather than definite. This recommendation, when carried into effect, will throw additional obligations upon those responsible for the education of prisoners. A less definite time allotment of commitment demands an accelerated activity of the rehabilitating prison agencies. From the time a man is committed to prison and becomes a subject of study by the state classification committee, up to and including the time of his parole, and even during the time of his parole supervision until his release, his individual welfare must be the cooperative responsibility of all agencies within and without the educational staff. The largest measure of this responsibility, including guidance, falls to the role of education.

The Purpose of Correctional Education

The organization of a prison educational program should be for the purpose of helping inmates to improve their status. This broad definition would include instruction for those who need to acquire fundamentals which they never possessed, to review fundamentals to which they had previously been exposed but which they never adequately learned, or to acquire new knowledge either in the field of trades and industries or life enrichment interests that might assist them while incarcerated to better utilize their time, and which will prepare them for social efficiency within the institution and on parole.

The prescription of needed instruction should, of course, keep constantly to the front the fact that sooner or later more than ninety per cent of all inmates will again go forth into civil life. Instruction that will make a prisoner a more desirable parolee should be a requirement. It should not be forgotten that elementary arithmetic, legible writing, simple spelling, ability to report an accident orally or in writing are quite as important as trade or machine skills. An optimum rehabilitation program should include all elements that will lessen the antisocial sentiment among those who are to be treated.

¹Proceedings, American Prison Association, 1920, ff., New York City

²MacCormick, Austin H., *The Education of Adult Prisoners*, National Society of Penal Information, New York, 1931

A Good Classification System is Essential to Effective Educational Administration

The administration of an educational program is to a great degree dependent upon an adequate classification system. This is true both on a state-wide basis and within each individual institution. If an educational program is to be more than a hit-or-miss procedure, there must be competent classification and segregation of prisoners. A state-wide classification system of prisoners under unit control, with prisons classified to participate in the treatment program in terms of their respective ability, makes possible the segregation of prisoners according to need, and therefore lays the basis of a sound educational program. Departmental-wide classification is now practiced by our Federal Bureau of Prisons, and by the departments of correction in a few of our more populous states. In general, the central classification procedure should determine the type of custody needed for the man and also the type of program which will probably contribute best to his rehabilitation.

Whether or not it is possible to set up a central classification agency, each institution should have a well organized classification system in order to plan a program of treatment for the individual inmate. A chapter of this Yearbook deals with the classification of inmates for education; in that chapter the detailed procedures which should be followed in the classification system are discussed. It is, therefore, not necessary to describe here the various tests, techniques, interviews, and other procedures of such a system. To summarize this procedure, it should be emphasized that at the close of the quarantine or classification period, the prisoner's case history should be completed, his physical, mental, and emotional appraisal made, and the remedial program outlined.

The important aspects of classification from the standpoint of the administration of the educational program in an institution, is that there should be close cooperation between the two agencies. The director of education should be held responsible for interviewing the inmate and summarizing his educational possibilities, needs, and interests. The educational director should be a member of the classification board and should have the opportunity and responsibility, on a par with other members of the institutional staff, of participating in outlining each man's program.

Institutional Administration and The Educational Program

The support and the cooperation of the administrative officers of an institution are basic to the development of an educational program. Wallack, in his book, *The Training of Prison Guards*, states that, "No matter how well the professional task of education in an institution might be organized or provided for materially, outcomes of maximum value could not result unless the administrative policy of an institution provides for the integration of all treatment services toward their common objective, that is, the rehabilitated inmate."³ While the cooperation of institutional officials is essential, it is perhaps even more basic that the officials of the department having jurisdiction over the institution be in sympathy with and give support to the development of education.

In order to secure sound, continuous development of an educational program there should be an individual or group of individuals in the office of the controlling agency in the state whose responsibility it is to direct and supervise the educational program in all institutions. Within each institution there should be a director of education and two supervisors; one supervisor should have charge of the social or general education program, the other should be responsible for the vocational education program. The director of education in each institution should, as is the case in the State of New York, be directly responsible to the warden or superintendent of the institution for the development of the educational program. The director is also responsible to the state director of prison education in matters demanding professional leadership and technical direction. The director and supervisors should be fully qualified in their particular fields with special training in educational administration and supervision.

The administration of each prison school, then, must be under professional educational leadership. The staffing of each prison school should be under the direction of the state director of prison education and only those civilians who can meet the professional requirements should be employed. The state commissioner should hold the personnel of each prison, from the warden to the lowest ranking employee, to strict accountability for cooperation in the approved educational program which has been prepared at his recommendation by the state director of education by and with the assistance of all professional co-workers.

³Wallack, Walter M., *The Training of Prison Guards*, Bureau of Publications, Teachers College, Columbia University, New York, 1933, p. 18.

Administratively, every civilian employed in a prison program should be competent, and sympathetic to the philosophy of rehabilitation, or be replaced. Prisons cannot be staffed by incompetents or political favorites, with tenure changing with the tide of political fortune and provide more than security, which was and is the only function under the old punitive idea. Accepting that each prison system should be divorced from politics, that all personnel should be selected on a merit basis, and that tenure following probation should be secure with removal only for cause, it follows that no person should be retained unless his philosophy of treatment is sympathetic and his cooperation is whole-hearted and sincere.

The director of education and the educational supervisors have the following responsibilities: The organization of the educational program; the selection and continuous revision of the curriculum; personnel training; supervision of all teaching; developing cooperation with all other departments of the institution; organizing and directing the guidance program; and maintaining satisfactory records and reports.

The Teaching Staff

Depending upon the amount of money available for instructional purposes, the entire teaching staff should, insofar as possible, be civilians. Financial requirements might make it necessary to use a combination of civilian and inmate instructors; or in some cases where there is bold and competent leadership, it might be possible to use only inmate instructors. A staff of all inmate instructors, unless under the supervision of a competent, professional, civilian leader, is very likely to miss the objective of the rehabilitation program. Anyone acquainted with prison procedure knows that it is practically impossible to administer a worth-while educational program without professional civilian leadership. The philosophy of all instructors, whether inmate or civilian, should be primarily the welfare of the individual student, and the chief consideration his educational growth. All instructors should be skilled not only in subject matter but also in adult teaching and be capable of participating in counseling clinics.

Organizing the Educational Program

Before determining what activities shall be included in a program of education or the form in which they shall be organized, several preliminary steps must be taken. First, surveys should be made of the educational possibilities of the institution. Second, the characteristics of the inmates confined in the institution should be carefully analyzed. Third, the personnel and physical facilities available for carrying on the program must be surveyed. Only after a careful analysis of these factors can a sound program of education be organized for any institution.

School opportunities within an institution may be either required or optional. Opinion differs on this point. Believing that the welfare of the state demands as a very minimum a knowledge of the common school subjects by each individual, it is the opinion of this writer that attendance at prison schools should be required of all who are illiterate in English. We further assert that it would be to the benefit of the individual prisoner, and to society as a whole, to further require attendance at school until, in the judgment of the school authorities, the inmate has attained the equivalent of a common-school, sixth grade education. We would recommend that optional attendance be the policy above the equivalent of the sixth grade. This writer also advocates compulsory attendance in prescribed trade and industry courses for selected inmates.

The fact that a small percentage of prisoners are foreign-born and may be literate in their own language but illiterate in English, while other foreign-speaking as well as some native-born prisoners might be altogether illiterate, leads to the recommendation that, in the organization of a prison school, there should be a beginning group. The teachers of these beginning groups must proceed largely with individualized instruction. Unlike the problem of teaching beginning children, the adult has had many life experiences of which a skilled teacher can take advantage in his teaching efforts. Work in the beginning classes should be only of such length as is required to develop the inmate student to approximately a third grade ability level. At that time, he can with profit be placed in a departmentalized school.

Departmentalized instruction is recommended for all those who are of approximately third grade reading ability. It is recognized that because of previous experience, including informal education, no two adults long remain on the same ability level. In order to

cope with this lack of homogeneity, it is recommended that the calendar year for prison schools be divided into four quarters, that each quarter comprise twelve to twelve and one-half weeks of instruction, and the remainder of the quarter of one half week to one week be devoted to readjusting student assignments to meet changed ability levels. This plan has been working satisfactorily at Sing Sing for the past year. The instructors, whether civilian or inmate, should with the guidance of the local prison supervisor consider the assignments, abilities, needs, and attitudes of each individual student. The prescription in each subject for the next quarter should be in terms of the student's need and ability. Experience in administering such a school for inmates has conclusively demonstrated that adult inmates in departmentalized group instruction will seldom develop uniformly in all assignments, and that it is not infrequent to have a student accelerated in one subject and retarded in another; such discovery calls for counseling between the instructors and the supervisors with possibly some special individualized assignments for remedial purposes.

One of the great difficulties in the organization of an adult institutional school is the lack of proper textbooks and teaching materials. Frequently texts, inherited from some public school after they have become obsolete, are used. Where possible, materials prepared especially for adults should be obtained or developed. Workbooks prepared especially for adults which can be used with or without specific textbooks have been found highly useful in a number of schools where elementary subjects are taught to adults.⁵ A further value of the workbook procedure lies in the fact that the highly interested and capable student is not held back, even between the short periods of the school terms, by the slow student, nor is the slow student unnecessarily accelerated. Incidentally, such workbooks prove of great aid in the cell-study program for those inmates whose institutional duties make it necessary for them to acquire school advantages through correspondence either wholly or in part.

Every industry within or without the prison in which inmates participate should be a demand upon the school for instruction which makes it possible for those tasks to be more skillfully and intelligently done. Briefly, the trade and industry education pos-

⁵Life Enrichment Correspondence Study Series Prepared Especially for Adults, edited by A. A. Reed and C. K. Morse, published by the University Extension Division of the University of Nebraska, Lincoln, Nebraska.

sible in a prison school involves the teaching of technical information and skills for each of the respective activities. For example, every penal institution must have cooks, bakers, butchers, and waiters. Every prison school should offer instructional assistance to these and all other workers within the institution. Not only should the prison school in its organization offer instruction in each of the various activities and industries carried on within its walls, but it should also offer instruction to selected groups in the other trades and industries for which the parole field workers find there is a demand and an opportunity for placement. Such integration of the findings of the parole field workers with the services of the prison school will aid in promoting interest and efficiency.

Excellent suggestive materials and, in some cases, manuals for trades and industries are available from the army, navy, and marine corps. For example, the army has an excellent manual which is the principal text in their formal professional school for cooks and bakers. In all, there are more than fifty crafts for which excellent suggestive materials and tentative outlines of courses have been developed by the above agencies.

Courses in some of the subjects ordinarily taught in our American high schools should be offered to groups who can profit by such study. Practically all courses on the high school level, as well as non-laboratory courses on the college and university levels, are available for credit through recognized correspondence divisions of various higher institutions of learning.⁶

In a great many prisons, there is an over-supply of labor, and in such institutions the organization of a work-study program can possibly absorb into useful activity all inmates who are now idle. Such a plan administratively requires that men who are now on full-time tasks who can profitably be enrolled in an educational course or courses be assigned to half time at their tasks and half time to study of such subjects as counselors find they need. At the same time, part-time work and part-time study can be given to those who are now idle, thus dividing the tasks without loss of labor efficiency, and making it possible for all to have educational advantages and an opportunity for rehabilitation.

⁶A cross index of the correspondence courses offered by the member institutions of the National University Extension Association may be had without charge by making request through the secretary, Professor W. S. Bitner, of the University Extension Division, University of Indiana, Bloomington, Indiana.

There may be some prisons where, because of a shortage of men, the industries are undermanned. In such institutions, we assert that the foremost obligation of the prison administrator is not to exploit the prisoner but to take every possible means to speed his rehabilitation for reentry into civil life.

Educational Administrative Procedures

Budget Management

Far too many educational programs in correctional institutions are still operating with no fixed budgets. Paper, pencils, and other supplies are often secured only through the cooperation of some other department. All other supplies and equipment are secured in any way possible, with large dependence upon donations from the outside and the good will of the heads of other departments of the institution.

In order to operate efficiently, the institutional education director should be required to prepare an estimate of the needs of the educational department for the coming year. When the institution budget is prepared, the director of education should be notified as to the amount which he will be allowed to spend for his department during the year. It is possible under such a plan to know whether to figure on expanding the program or whether it will be necessary to restrict educational activities. Definite program planning is thereby made possible and the educational program can be planned as a steady growth rather than jerking along by the hand-to-mouth procedure now followed in so many institutions. The management of the educational budget requires an accurate accounting of funds spent for education and year-round recording of needs as they come to the attention of the educational personnel.

Records and Reports

The educational department should maintain an adequate and well organized system of records. One indication of efficient management is the ability to produce information which may be called for by the head of the institution or which may be needed in the regular functioning of the educational program.

The Department of Correction of New York State has recently instituted a system of educational forms to be used in the internal administration of education in the institutions of the Department.

The following titles of these reports indicate the types of records which should be maintained by the institutional educational department:

- Schedule of Classes and Activities
- Reception Interview—educational
- Daily Enrollment Report
- Teachers Quarterly Report of Daily Attendance
- Teachers Quarterly Report of Inmate Progress in Vocational Activities
- Teachers Quarterly Report of Inmate Progress in Non-Vocational Activities
- Individual Record of Cell Study
- Permanent Record of Cell Study
- Permanent Record of Inmate Educational Accomplishment
- Teachers Lesson Plan
- Educational Director, Head Teacher, or Supervisor Class Supervision Record
- Vocational Trade Analysis
- Progress Record

Improving Instruction

The improvement of instruction constitutes the most important function of the educational director and his supervisors. The improvement of instruction includes such things as teacher training, curriculum development, and the supervision of instruction in the various educational activities. The need for improving instruction and consequently the amount of time and energy to be devoted to it varies somewhat with the type of teaching staff available. In institutions where a staff of well trained, capable, civilian instructors is employed, the director of education's function in improving instruction consists mainly in stimulating, initiating, and guiding instructional activities, curriculum development, and the preparation of instructional materials. However, where dependence must be placed upon inmate instructors, much closer supervision is necessary and teacher training must be comprehensive beginning with the fundamentals of educational philosophy and psychology and developing the various techniques of teaching. Very few inmate teachers are available who have any training or experience in teaching; therefore, if teaching is to be effective, a continuous program of teacher training is a vital necessity. The common practice in many institutions today appears to be to select inmates with a fair basic education, to give them in a brief interview a general idea of what they are to teach, and to turn them loose in

the classrooms. Any further training usually occurs only when the teacher encounters serious difficulties which are brought to the attention of the educational director for correction. Some institutions, however, are making a real effort to train inmate teachers. For example, the Woodbourne Institution for Defective Delinquents, selected and trained a group of inmate teachers before opening their school in 1934. The director of education compiled a teacher training manual which was used with the beginning group and which subsequent inmate teachers study before going into the classrooms. Some institutions use the plan of holding regular inmate teacher training meetings every Saturday morning. Probably, with the use of some ingenuity, every director of education can find a way to carry on this important aspect of the program.

Interviews with Inmates

Another function of educational administration which ranks alongside the improvement of instruction in importance is the interviewing of inmates. While interviews consume considerable time they form such a vital part of the work of the educational staff, that every effort should be made to increase their effectiveness. The educational director, by virtue of his position and especially if he is an understanding person, will be sought out by inmates who will bring to him every sort of problem from those of a trivial nature to those of the most personal significance. Interviews must be held to plan the individual program of the inmate, to effect necessary changes in the program, to discuss changes desired by the inmate, to straighten out difficulties which arise from time to time between inmates or between inmates and their instructors, to check up on the educational progress which the inmate is making, to secure data for compiling parole reports, and miscellaneous interviews to discuss problems which inmates themselves bring to the educational office. Considerable skill is necessary in conducting interviews if they are to bring definite results and if they are not to be too time-consuming. The educational director could well afford to study certain sources in social casework where the techniques of interviewing have been highly developed. One basic procedure which the educational director should establish is to see that requests for interviews are given prompt attention and that anything promised or decided in an interview is put into effect without unnecessary delay. If these principles are not followed

inmates become discouraged when they hear nothing from their requests, lose interest and build up a resentful attitude toward the entire educational program.

Integrating Education with the Entire Institutional Program

A basic principle in educational administration in a correctional institution is that the educational staff must work smoothly and harmoniously with all other departments of the institution. Without such a working relationship, the effectiveness of the educational program is almost nullified. The educational director must display considerable tact, common sense, and ingenuity in building these relationships. The educational staff must employ the following procedures if the educational program is to have a sound foundation: Demonstrate the value of the educational program by the quality of work done in it and the effect it has upon inmates and the institution; organize and administer the program efficiently; show a willingness to cooperate with other institutional officials; demonstrate an understanding of the problems of other departments.

The educational department has certain relationships with almost every other department of the institution: Plans must be worked out whereby men can be released from industry or maintenance shops for attendance at school. Maintenance shops also often supply needed materials for school use. The psychiatrist or psychologist should supply the necessary histories of the men attending school if the school is to plan individual programs. It has been stated above that the educational director should be a member of the classification board. This position offers many opportunities to build up proper relationships with various members of the staff. Situations can be found where, although very good psychiatric and psychological testing is done, the educational department never receives the results of such tests. Such a situation usually indicates lack of planning or poor personal relationships and much of the responsibility rests upon the director of education. A working relationship must be established with the parole department if inmate educational programs are to be planned so that they will function most effectively when the inmate is released. Furthermore, the educational department can be helpful to the parole department by supplying accurate, definite information as to the

achievement and attitudes of inmates while in attendance at the educational program. It is highly important that the educational department secure the respect and good will of the guards whose close contact with inmates puts them in position to boost or "knock" the school to inmates under their supervision. Without the cooperation of the storekeeper and steward, it is difficult to secure needed supplies and equipment. Most important of all, of course, is the establishment of proper relationships with the chief administrative officer of the institution and his assistant. If the educational director expects to secure the support of his warden or superintendent, he must demonstrate that he knows where he hopes to take the educational program, that he can plan definitely and clearly, and that he can administer an educational program which will bring definite results. The assistant superintendent or principal keeper usually has the major responsibility for the placement and supervision of all inmates. For this reason the educational director must have his cooperation in order to get inmates assigned to school, to secure the proper type of officers to supervise the discipline of the school where this practice is followed, and to secure the establishment of many of the procedures necessary to the efficient organization and operation of the school. These are a few of the many and varied relationships which must be developed by the director of education.

In order to be effective, then, the institution director of education must put first things first, plan his work carefully, and distribute his time and energy so that steady progress will result. Otherwise, he will become lost in routine and petty details and sink to the level of a glorified office boy.

Utilizing Other Institutional Agencies for Education

Today the radio is putting on the air programs of varying interest and merit. These programs present an opportunity for the education of prisoners by careful choosing of programs through central control sets where the institutions are so equipped. The selection of such programs should be the responsibility of the director of education. Many worth-while opportunities through the agency of radio are offered for integrating inmate life with the march of progress in the outside world. Making available radio programs of sporting events and news broadcasts, including some of the more popular regular commercial programs and international programs

on nation-wide hook-ups, gives the prisoner a mental parole into outside activities—a necessary educational step to keep him abreast with what the outside world is doing.

A majority of prisons today have excellent motion picture projectors. The selection of films for both instruction and entertainment should be an additional obligation of the director of prison education. Their purpose should be to afford the integration of the moving drama of life and outside interests with that of inmates temporarily confined and denied freedom. Industrial and commercial films offer an opportunity for enriching the understanding not only of institutional duties and industries but also outside industries.

Films are not the only source of visual education. Maps, charts and every device that helps the human eye to better comprehend fall in this classification. In these times, when the map of the world is undergoing frequent changes, excellent motive is offered to prisoner students to make a large wall map and keep the same constantly up-to-date. Another group of students can draw a large state wall map and keep upon it weather and crop reports. Such projects offer the possibility of extra-curricular participation.

Few are the prisons that do not have libraries. These libraries in many cases are neither adjacent to nor under the supervision of the supervisors of education. The management of a worth-while prison library, like that of a school or public library, is sufficiently complicated to call for a trained librarian. The librarian and the library should, however, be a part of the prison educational plant. The educational staff should suggest to the librarian subjects of study and give him the opportunity to suggest books, periodicals, and other library materials that would be of value in such study. There should be the closest integration between prison school authorities and the librarian for the purpose of encouraging and promoting library patronage and creating worth-while reading interests. Insofar as possible, opportunity for becoming acquainted with library opportunities and materials should be made available to prisoners in order that the possession of such knowledge may prove of value to them when they return to civil life. It is highly important that students in the prison school should learn how to find materials in libraries, which skill they can utilize on the outside.⁷

⁷Siefkes, Ruth Long, and Morse, C. K., *Methods for the Small Library*, University Extension Division, University of Nebraska, Lincoln, 1939.

Prisoners, like other people, are the recipients of both formal and informal education. Prisoners, like free citizens, go to school to their environment. Library service that is sufficient and adequate under skilled persons offers even within prison walls excellent environmental opportunities, as well as desirable habit-forming attitudes which are a part of the rehabilitation process. An adequate prison library has the drawback that its proper management takes money. A prison library, like a free public library, must have funds for books, bulletins, and periodicals. Many of the bulletins that an institutional library would wish to possess may be secured free upon request. Certainly for prisoners who expect to return to agriculture, a file and indexing of the United States Department of Agriculture bulletins are at once a source of knowledge and interest. The purchase of library material, including books and periodicals should have a liberal budget allowance, and should be recommended by the prison educational staff in order that the library may be integrated with the prison educational program. A record of the individual prisoner's reading requests and experience should be kept. Means of checking the reading interests and reading habits of prisoners should be an important consideration.

Personnel Training

The more efficient the job of rehabilitation, the more adequate must be the staff with an emphasis on merit appointments and security of tenure. Well-organized courses for prison personnel are carried on in the Federal institutions and in those of New York State. We suggest that training courses be initiated by all political units or arrangements made so that all personnel may be trained in one of the more progressive training schools of another political unit. The integration of all prison personnel in the rehabilitation program will come only when all staff members are not only competent and sympathetic, but are trained in the philosophy of the obligation and opportunity of the modern prison.

Public Opinion Must Be Informed

The public will become interested more and more in the worthwhileness of the modern prison program when they become aware that prisons are hospitals for the socially maladjusted. The public needs to be continually informed of the objectives of the American

Prison Association. Laymen need to understand that supervised parole is cheaper on the taxpayer's pocketbook than maintenance of the same prisoner in an institution. The public must not be allowed to forget that the prison needs to be made wholesome and that prisoners should, as rapidly as their respective cases permit, be made ready by education, both formal and informal, for re-entry into civil life. Prison management must possess a forward-looking program to the end that paroled or discharged prisoners may be better enabled to meet the requirements of parole employment and thereby become self-supporting members of society.

Summary

The administration of an educational program in a correctional institution calls for an individual with a broad background, wide experience, deep insight into human nature, tact, perseverance, imagination, and patience. He must be able to meet successfully unusual situations and must possess the ingenuity necessary to find solutions to difficult problems. No time-server nor clock-watcher, nor one who is easily upset can meet the requirements. Above all, the educational director must be a leader. He must exhibit initiative and drive if education is to secure the important place which it merits in the institutional treatment program. Inertia and tradition are so strong in correctional institutions that an educational director who is easily cowed or discouraged is doomed to failure from the start. He must be able and willing to state the case for education clearly and to maintain his position. At the same time he must avoid creating undue antagonism by any show of truculence or lack of consideration for the rights and opinions of other institutional personnel. A weakling gains neither respect nor active cooperation; a bigot will find himself blocked at every turn. Alert, determined leadership gains respect and cooperation and insures sound continuous progress. To one who succeeds in overcoming the essential difficulties and organizing a functioning educational program, the work is fascinating and the compensations are many. In fact, few positions offer the opportunities for genuine social service and the personal satisfaction which can be found in successfully organizing and administering a program of correctional education.

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CHAPTER IV

CLASSIFICATION OF INMATES FOR EDUCATION

by

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Classification is Essential to Modern Penal Treatment

Today criminology and penology are essentially part of a science which can be called human engineering. Much of what is done today in this field is the result of careful study, experimentation and research. The result of this is that offenders against society are being more effectively handled by long-time custody, special treatment, or return to society after a program of rehabilitation. As in other fields which have progressed from the art stage, it is to be seen that the body of facts necessarily basic to a science is rapidly accumulating regarding crime and offenders so that criminology and penology have reached a stage in their development when these facts assume importance.

Care must be taken, however, to see that both the philosophy and the methods of handling the problems of the offender take into account the kaleidoscopic changes which are taking place continuously and which have been particularly prominent during the past few years. If the present-day treatment of offenders is to be effective for society, and at the same time build a structure which will enable future penologists to deal successfully with the problems which will be theirs, pace must be kept with the changes. In order to do this, it is necessary to develop a methodology or technique which will be flexible enough to make all the adaptations. There is little doubt but that in the past twenty years there has been developed a methodology which can meet these changes, namely, classification.

While studies have shown that the mass of men in prisons does not differ greatly from the mass of men outside prison walls, we are faced with the problem that although man's native equipment does not change much in several generations—or centuries—the situation in which he uses that equipment changes tremendously. Man, any man, not only a man who is or has been in prison, must

be equipped by training that he may meet satisfactorily the problem situations in which he finds himself. Training permits the individual to use to the maximum advantage his native equipment, and, while not a guarantee of social and economic effectiveness, does much to enable him to become a socially and economically sufficient individual.

No one will question the fact that although the men in prison do not differ greatly from the men who are not in prison, the manner in which the characteristics of the individual are balanced is somewhat different for the man who has failed to adjust in society. That this "symptom complex" is different for the offender than for the non-offender, is not peculiar to the offender group. It is probable that similar differences would also be found when the individual members of any handicapped or special group is compared with the non-handicapped or non-special group. There are exaggerations and deficiencies in the individual's characteristics which are the variables differentiating individuals. The greater the refinement of study the greater the differences will be found to be. Following study by specialists, treatment through rehabilitation can bring individuals into balance.

Prison administrators have shown repeatedly their desire to return men and women to society better able to get along in the social stream than they did before they were sentenced to the institution. In order to do this, the administrator must use the most modern and adaptable techniques available.

The three major purposes of the prison are well known, namely, 1. The protection of society. 2. The rehabilitation of the offender, and 3. Punishment by deprivation of liberty. It is a simple matter of custody, of walls, iron bars, and other deterrents to satisfy the first and third purpose. The adoption of precautionary measures to prevent the escape of the offender and his return to society are relatively simple matters. Having adopted these precautionary measures, the man is automatically deprived of his liberty for the period of time determined by the court or other sentencing agency now existing, or which may be developed. If that were the prisons' only duty, they would be praised by public officials and citizens alike as being well-managed and worthy of unlimited support.

But the obligation of the prison administrator is much greater than the obvious duty of keeping its prisoners safely behind walls. Incarceration alone is not a crime deterrent for many offenders, although deprivation of liberty has through the ages proved to be

a deterrent subsequent to discharge in some cases. With many offenders it may achieve just an opposite effect and may in fact cause an embitterment against society which will be productive of further asocial acts upon the release of the offender to the community. Such an effect is more probable when due to the lack of a constructive program, the corrosive effect of imprisonment is accentuated by the contacts made possible through the peculiar population of a prison and by unintelligent administration.

Life behind prison walls rarely approximates normal society. Perhaps in a way it is fortunate that more than one half of the men who are sent to penal and correctional institutions throughout the country do not remain in those institutions more than two years. That period of time, however, may be sufficient to be productive of negative results unless the program is intelligently developed and effectively administered. When it is realized that considerably more than 95 per cent of the men received in prison are later returned to the community, it is readily seen that every available means at the disposal of the prison should be used to further protect society by giving its prisoners the skills, the discipline, and the training essential to successful community life. The prison administrator must adopt a program which plans for the offender's release to society from the day he was received at the institution, and one which aims to work with him intensively until he is successfully rehabilitated in the community. In fact, many authorities have come to believe that rehabilitation should start, not at the time of his reception at the institution, but that the actual sentencing procedure should be incorporated in the whole program of rehabilitation.

Rehabilitation or re-education is the third major purpose of the prison. The two previously mentioned major purposes are no doubt successfully provided for in practically every penal and correctional institution. Rehabilitation is simply re-education. Education in its broadest sense, must be effective in every section of the institution, and should motivate every activity within the institution.

Education is a continuous process. It is something which can and does operate throughout the individual's entire life. The fact that the human can learn is one of his most hopeful characteristics. This characteristic provides the basis for those who are interested in rehabilitation of offenders as well as the rehabilitation or re-education of any special group. Education within the prison

is not different, basically, from education any place else. In its broadest sense education means not only the learning of new activities but the unlearning of old ones as well. It means not only the acquisition of new knowledge and the development of new skills and new attitudes, but in the case of the offender, it means that the additional knowledge, the new skills, and the changed attitudes must all be so combined that the individual's adjustment to society will be an effective one.

Classification is Based on Getting the Facts About the Individual Inmate

A good classification system in a penal program is one which has as its goal a re-educated or rehabilitated offender. It is a well planned, adequately staffed, properly supervised, and well integrated system of individual study. It is primarily a case work technique applied to this phase of human problems. As is true in all types of case work, it utilizes the services of specialists who can, by reason of their background and training, help in the understanding of the individual. In the development of the classification system, modern penology has made a very real contribution which offers the means for a frontal attack upon the problem of the offender. The classification system provides the prison administrator and his entire staff with a composite picture of the offender which identifies him as an individual with a history and background and a set of characteristics which are almost as individual as are his finger-prints. These fit no other person. The study of the assets and the liabilities of the offender and the machinery to capitalize on the assets and to supply the deficiencies are basic to education in penal institutions, as it is seen today.

If education in penal institutions is to make any real progress, it will be made only in those situations in which individual study is possible.

This study of the individual can be divided into four general sections; (a) custody; (b) special treatment; (c) training; (d) release. All of these are of distinct importance in relation to the development and maintenance of the educational program within the institution. Though the fields of study may appear to be quite separate, they are in reality very much interrelated and it is this interrelationship on which it is possible to capitalize in the individual study.

At first, it may seem that when the type of custody that a man needs is determined, the first and primary requirement of the penal system is satisfied and the incarceration likewise provides the punishment that is deemed necessary by deprivation of liberty. The determination of the special treatment needed and the training that the individual man requires are the peculiar contributions of classification as it is in use in a large number of modern penal systems. The fundamental philosophy of the scheme known as classification is well known, for it was developed and proceeds on the well founded assumption that no individual possesses the ability, either native or acquired, to determine the whole program for any other individual. While this applies peculiarly to the offender who is in prison, it likewise applies otherwise.

In developing the body of facts which are basic to the promulgation of a rehabilitation program, it is necessary that there should be a specialized study of each prisoner. This should be carried out by individuals who, by reason of their training and experience, are well able to recognize the individual's traits and needs. The strength of classification lies not in the skeleton or framework, which is relatively simple, but in the personnel whose responsibility it is to make separate studies from the standpoint of their own specialty and in getting this information across to the institution staff.

Good Classification Demands Investigation by Specialists

Briefly described, the following are the fields of inquiry and in each one are many of the basic facts which will make for the development of an effective program of education within the prison, looking forward to the day of the prisoner's release to society.

Previous History

This information is usually supplied by a well trained parole officer, or it may be submitted in part by the probation department and supplemented by the parole officer. The probation departments are being called upon more and more to furnish this information to courts prior to sentence. This material should include (a) criminal record; (b) family background; (c) school history; (d) special training; (e) occupational experience; (f) community adjustment; (g) community and neighborhood factors; (h) special notes regarding particular problems. It is readily seen that more than one member of the classification committee will

find in this history information which will be of great value to him in the better understanding of the offender from the point of view of his own specialty. The fact must not be overlooked, however, that this history tells of the individual as he was seen in the community and in the territory to which he will no doubt return. The findings determined in the examination of the individual himself are to be related to this community casualty described in the history. The story could be written about anyone, but in the case of the prisoner it is written with the special point of view of enabling anyone reading it to understand how and determine why he got into difficulties.

Physical Examination

This is a comprehensive physical examination made by a competent physician. The examination should be made in such a way that it will reveal the special physical conditions needing remedial treatment. The ordinary routine physical examination has no place in a prison system which plans to utilize the results of the physician's findings in preparing the individual to go into society again. Studies have been made which show that offenders have a greater number of physical disorders than would be found in the same number of individuals in the average population. Certain of these are no doubt the type which may make adjustment difficult, and because of the highly specialized field of the physician, great responsibility rests upon him. In order that a man may have a healthy body free from as many defects as it is possible to free him, the physician must be provided with or have immediately available all the necessary apparatus for specialized examinations and treatment.

Mental Condition

This is an examination conducted by a physician trained in the diagnosis and treatment of psychiatric conditions as a specialty. His contribution to the better understanding of the prisoner, and therefore, the better educational program and treatment, will lie in his detection of actual and incipient mental disease conditions. He will also give information of importance to every member of the classification committee regarding the man's mental "quirks" which make him an individual problem. *It is not sufficient that he should classify or label the offender, using psychiatric terminology. He must indicate what that means regarding the handling of the individual in the institutional community and on release and must be prepared to treat the man individually, if it is possible to do so.*

Mental Equipment, Interests, Aptitudes and Attitudes

This examination and study is carried out by a competent, qualified psychologist, trained in the field of individual examination. His contribution should be that of determining as accurately as possible the native mental ability of the individual, his predominant interests, his basic attitudes, and his special aptitudes for training. The job is not to determine simply mental level. That can be done by a clerk or psychometrist. He must determine and evaluate in a competent manner those factors which are so basic in the re-education program which is being developed. The objectivity of the work of the psychologist makes possible reexamination, which yields objective data which may be used for accurate comparison.

Educational

Although the entire examination made in the process of classification should be from the point of view of education, here is a study made by a person specially trained in the field of education. The examination should be made for the purpose of determining the individual's assets and deficiencies from the standpoint of the field of education. He should utilize the most modern objective means and determine the man's needs and capabilities for specialized educational training, that is, further schooling on the basis of his own data and the data of the psychologist.

Trade Training

This is a study made by a person trained along industrial lines. Insofar as it is possible, he should utilize available techniques for determining the individual's actual trade knowledge and efficiency. It is readily seen that this becomes of great importance when planning the educational program.

Disciplinary

This information is obtained by a person experienced in penal work who is capable of evaluating a man from the standpoint of the amount of and type of discipline he will need. In some respects, this may be largely subjective, for, as yet, there has been little developed which is objective. His evaluation, however, has real importance in the whole study.

Group Life and Social Relations

It is extremely advisable that a study should be made by a person trained in the field of sociological interpretations. Classification for education must of necessity take into account the individual as a social being, and quite naturally proceeds on the basis of facts in this as in other areas.

Administration

Whenever possible the man is interviewed by the superintendent himself; if that is not possible, he should always be seen by someone who is known to be a representative of the superintendent. This has the advantage of bringing the prisoner in actual contact with the administrative head of the institution, who, more than anyone else, is interested in his welfare and growth.

The Facts must be Summarized and Pooled

In the operation of classification, each of the specialists submits his own complete report. In some systems it is customary for the specialist to summarize his report, while in others summarization is made by the person who is in charge of classification and who, by reason of his training and background, is able to abstract the material without losing any of the essential features in the findings. These summaries are then made available and a classification summary report is made in sufficient numbers to give each member of the classification committee a copy. Likewise sufficient copies are supplied to other agencies such as the central supervisory agency, and in some instances copies are returned to interested judges. When all this information is available, and within an optimum time limit which is determined according to the individual situation, the classification committee meets to consider the offender and to develop the program. At this meeting there is opportunity for the interchange of findings and ideas to the end that the proper program can be developed for the individual while he is in the institution.

Some of the advantages of the use of the classification system have frequently been overlooked. For example it will be found that all facilities of the prison system will be utilized to their best advantage and to the advantage of the prisoner. Then, too, the problems of prison management are certain to become less involved and less complex. From the standpoint of the latter consideration alone a classification system is justified.

The program of individual study aims to capitalize the assets and supply the deficiencies of the individual man. It is at this meeting that integration is made of all the individual reports, for without this integration, classification as an effective medium would not be possible. Classification very definitely means that the institutional program will be one of comparative precision based upon scientific findings rather than mere guess work. The program which is developed should be profitable to the inmate to the end that he will have benefitted in a positive way by his stay.

A First Result of Classification Should be Transfer of the Inmate to the Proper Type of Institution

The modern penal system consists of a number of units providing diversified types of custody. This is a real factor in the educational program, for the proper type of physical plant facilitates the proper functioning of the training program. Individuals may be grouped together who have common backgrounds, common characteristics, and common needs. The men who are in the various units are more like each other than they are like those in another group. For example, in the maximum security institutions are housed those of the confirmed criminal type; that is, those who have long criminal records or whose offenses and examinations indicate a lack of stability, judgment and reliability. The medium security institutions or units house those whose charges may be of a less serious nature, but who may be recidivists and those who are nearing the date of their release. In nearing the date of their release, their needs are different, as may be determined on the basis of classification studies, and a medium security institution can bridge the gap between incarceration and freedom to a better degree. To those men, housing alone may have a real educative value prior to their time of release.

The minimum security institutions generally receive first offenders and accidental offenders and other favorable types. These are men who are different from others in that they require different handling, and their outlook for subsequent adjustment is much more favorable. Society owes them their opportunities to succeed as quickly as possible when released from the institution.

There are certain other special types which can and should be provided for since their removal from the main group of prisoners will make the educational program more positive. These include

the criminal insane, the defective delinquents, the psychopathic but not insane, sex delinquents of the serious type, the homosexuals, and other special problems. The criminal insane, of course, should be immediately segregated in separate institutions under medical supervision, for their mental condition provides no prospect of return to the community unless they are cured, and it is better that the attitude should be one of treatment for a mental disease rather than education, for they do not respond to the usual methods. The other special groups may be segregated in special units as needed, if that seems desirable; in many instances, however, it may not be desirable, for certain special types may be handled better in the same unit with non-special types. This is brought out in the following section.

From the standpoint of custody, it is quite obvious that segregation can have a pronounced and permanent effect upon a man during his period of incarceration. It can be of definite educative value toward his rehabilitation or it can make of him a greater social problem. It is recognized that the prisoner learns a great deal, or, in other words, receives a considerable amount of education in his day to day contact with other men in the prison. Whether this shall be of a positive or negative value depends upon the care with which classification studies are carried out and the findings utilized. For example, the classification studies make it possible to recognize at an early time in the period of their institutional career the more amenable, and responsible type of inmate, and the segregation of this group is then possible. In penal and correctional institutions where transfer to separate institutions for different types of offenders is possible, the determination of this need becomes of real importance. This is the only sound basis for offsetting the contaminating and deteriorating influence of the prison in which the inexperienced in crime are thrown together with the hardened and the confirmed offender. Segregation of this group makes it impossible for them to educate the inexperienced in criminal ways, for it is well known that such negative education is often given in the heterogeneous population found in most jails.

The recommendation as to the type of custody a man should receive, should be based upon contributions made by all members of the classification committee on the basis of their specialized findings. The examinations of the psychiatrist and the psychologist, for example, may bring to light deficiencies as well as other deviations in certain of the special groups.

Classification within an Institution Should Result in Individual Programs for Each Inmate

In general, it must be the responsibility of the individual specialists on the classification committee to carry out the recommendations of their own specialty. This is particularly true in the case of the physician, for he must be held responsible for the correcting of the physical defects which may militate against a proper community adjustment. His findings, of course, should be of particular importance as regards the segregation of offenders who are special problems because they are venereal disease cases, drug users, tubercular, or otherwise physically handicapped. During the course of the physician's examination and afterwards he may offer very valuable suggestions to the offender in matters relating to his health while in the institution and outside as well.

Classification Data are Useful to the Supervisory Personnel

Classification may also be effective in providing the various members of the institutional staff with information which may be helpful to them in the handling of the inmates who may be under their supervision. It is probably true that the members of the classification committee constitute the key members of the staff of the institution, but it is unfair to expect those who are more closely in contact with the inmates to handle them intelligently and effectively without some knowledge as to their characteristics and traits, their needs and their special abilities. Information as to the type of human material with which they have to work enables them to do a better job. There are several ways in which this problem can be attacked as far as the custodial staff is concerned. It is recognized that with the wider introduction of the merit system, better candidates for the positions of the guard type in institutions are being obtained. In states which have successfully held schools for guards in order that the prospective guards could be trained not only in the importance of maintaining custody and discipline, but in the understanding of modern methods in the handling of prisoners, an important step has been taken toward rehabilitating many men. Many of the guards could learn much from the classification summaries, but more could understand the findings and the interpretations, if they were further interpreted for them. In some institutions it is the practise to bring members of the custodial staff to the classification committee meetings, par-

ticularly when men of their detail or unit are being considered. It requires but little imagination to comprehend what this may mean in the handling of men for whom they are responsible. In other institutions, the practise is being widened to have a selective member of the custodial staff act as advisor to the inmate in matters which are important to them. This can be productive of excellent results, providing care is taken in the proper selection of these men, for not all prison guards are capable of advising others. In still other institutions the guard and a case worker frequently confer regarding the individual men and their problems. There has been a recommendation that in certain types of institutions the term "guard" be abandoned and the title "counsellor" be substituted. This is a very healthy move and need not necessarily institute a loosening of the custodial responsibilities.

*Classification Makes Possible Proper Work
and Vocational Assignments*

Assignment to the proper shop, class or other training center is one of the responsibilities of the classification committee. If a man is to go from where he is to where he should be on the basis of his capabilities, interests, physical abilities and all the other factors necessary for consideration in a training program, the correct assignment must be made. If the full effectiveness of the various assignments is to be obtained, this should be done on a very objective basis. Experience has shown that it cannot be done without making a careful study of the shop and the men. As in all life situations, there are qualifications for the various assignments in the institutions just as there are qualifications for the various jobs held by the members of the staff.

The job analysis technique is now so well known that there is no need of elaborating it here, but it is easily seen that without stating the requirements of the job which should have a training value, it is useless to determine the type of individual who has been recently received in the institution or who is available for assignment. One of the first steps necessary is the analysis of the men who have been scheduled to the various assignments. The minimum and maximum qualifications must be determined, including physical ability, mental condition, mental level, interests, attitudes and aptitudes, previous experience, and other factors which may be peculiar to the individual job. It would be inad-

visable, for example, to assign a man to an advanced course in the school who possesses a low mental level and who had not progressed any further than the third grade in public school prior to commitment. The same holds true as relates to the assignment to the majority of places which have a training value within the institution.

When the job analysis has been made, many unrecognized training values will be found in the maintenance assignments. Men properly placed in maintenance assignments, provided they are adequately managed, will derive much benefit. Not only can certain skills be learned, but a skilled mechanic's facility need not deteriorate merely because he is removed from his job. In certain assignments it may be that the important thing may be the contact with a certain type of officer who has a very positive effect on certain types of individuals. For example, a certain guard may be particularly skillful in stabilizing unstable persons, or he may indeed develop certain new habits which may be of considerably more importance to the man than the things he will learn to do in the assignment. The well integrated classification system takes this into account.

In making assignments for trade training, there must be an effort to suit the assignment to the individual's capabilities, aptitudes and interests. The assignment should be of value either in terms of skills acquired, or habits of industry which are formed. In the intelligently administered institution in which there is concern regarding the educational program, the assignments will be made looking toward employment possibilities at the time of the man's release from the institution. This makes it necessary to know and to know accurately the territory from which the individual was committed and the territory to which he will go following release from the institution. The shop instructor, who is more than likely a specialist in his own field, can be made to feel that he is a part of this entire program, if he is given some responsibility of knowing what the opportunities for employment are in the various territories served by the institution in the field in which he is particularly interested. While prediction of the opportunities for employment at the time of release may be subject to revision, it must be remembered that most of the men received in our prisons and reformatories do not remain in the institution more than three years, and during that period of time not very many wide swings in industry will be made. It is generally true that industries do

not shift location to a great extent, but there have been some rather wide movements of industry during the past few years to the extent that some states no longer provide very much employment along certain lines. For example, only a few years back one territory was always an outlet for men trained in the weaving shop, but it no longer provides opportunity for employment to men thus trained, for the fabric mills have only recently moved from the north and east to the south. Such situations occur in all sections of the country to a greater or lesser degree and cannot be ignored in developing the educational program.

*Classification Makes Possible Assignment
to Proper General Education Activities*

The information supplied by the psychologist and the educational director gives sufficient information so that it is a relatively easy matter for the committee to identify those illiterates who are in need of the fundamentals of reading and writing, and perhaps arithmetic. The identification of those who have been deprived of or who have not accepted scholastic training prior to commitment but are capable of learning, and who desire it is likewise possible. It does not require very intensive examinations, but they are more intensive than the identification of those who are in need of training because they are illiterate. The provision of advanced and specialized courses as well as correspondence courses to those whose scholastic background, intelligence and experience indicate that this is a need require more specialized study, and, at times, frequent examination using specialized techniques. Such careful study cannot be ignored if the program is to be economical in time and productive of results.

Cooperation is a Vital Factor in Classification

The question arises as to who decides as to the actual program of education that shall be followed. Viewing education in its broadest sense as it has been viewed in this chapter, it is to be seen that one of the advantages of the classification system is that it prevents a biased point of view. It is true that the custodian will think in terms of custody, the physician in terms of health and physical condition, the psychiatrist in terms of mental health, the psychologist in terms of ability, interests, aptitudes and attitudes, the educator in terms of vocational or social education, the director

of industries in terms of trade jobs. Each of these individuals must be brought together on a common ground and that ground is the classification committee meeting. In this meeting, the emphasis on the individual case will shift. In one case the report of the physician may bear the greatest weight,—for example, he may have identified the person as having a cardiac condition which would immediately close a certain type of activity to him, because it would place too great a strain upon his heart. This might cause a shift in the entire program and rightfully so, for in the case of such an individual his outlook on life could be entirely changed, provided he could be trained along lines which would enable him to make a legitimate living without calling upon his heart to do a job that it could not do.

**Classification Gives Purpose and Direction
to the Entire Institutional Program**

One of the almost strange results of classification is the effect it has upon the institution itself. It seems to have the effect of keying up the entire personnel to the point where they look upon each prisoner as an individual. Furthermore it has the tendency to enable the institution to break with tradition and to try things out in an experimental way. If education in penal institutions is to make any progress, it must be the education of the whole individual by the whole group. When, through the recognition of individual differences and individual variabilities, the prisoner is given a chance to develop himself, his period of incarceration can become an important period of his life, for it will have given him the opportunity of finding himself.

In institutions where classification works effectively, every activity is considered on the basis of how it helps the prisoner to develop his personality into an integrated whole, so that he can be a community asset. That, after all, is the main job of the prison today.

CHAPTER V

THE GUIDANCE PROGRAM

by

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The purpose of placing delinquents in penal institutions is to adjust to society those who, for various reasons, have become maladjusted. Social adjustment depends upon many factors. In an immediate sense, the economic factor is primary due to the fact that a prisoner is usually not paroled unless he has found a job. Permanent adjustment depends upon the extent to which the individual has developed the abilities and attitudes to cope with the situations he meets, including those of holding a job, those of a family nature, the use of leisure-time, establishing satisfactory personal relations, and problems of sickness, unemployment, and the like. In other words, economic and social adjustment, is the measure of the success of the penal institution in reaching its goal.

In this sense, the penal institution provides re-schooling, the object of which is to retrieve the failure of the established school. In recent years it has been realized more and more that this failure has been due to the lack of any conscious, certainly of any successful, means of preparing young people for vocational competency.

One of the striking conclusions of the Regent's Inquiry recently conducted in New York State is that, by and large, the secondary schools of the state do not produce young people who are prepared to adjust themselves to their social and economic environment. A major recommendation of the Inquiry is that every secondary school should train for vocational competency, at least to the extent that the school-leaving child may have enough marketable skill to get a start in a job. This does not indicate by any means that properly organized high schools would obviate the necessity for

prisons. There are too many factors involved. But a lack of vocational competency, along with a lack of vocational opportunity, does account to a considerable degree for the seriousness of the delinquency that makes penal institutions necessary. If the individual is to have a job and thereby to earn the money necessary to buy all the comforts of life, then all the forces of the institution must be brought to bear upon him to the end that he may be ready for that job when the time comes for discharge. In other words, he must be guided, vocationally, educationally, socially, and otherwise. Guidance is fundamental to a prison rehabilitation program.

In its basic principles, vocational guidance is no different in prison from what it is in a well-organized school. Complex and varied as it is, the general principles and practices are simple. Essentially then they include:¹

(1) The careful maintenance and continued use of **cumulative records**, records which give detailed data regarding the school, home, and leisure life of each individual.

(2) The administration and interpretation of **tests** of intelligence, of achievement, of vocational aptitude, ability and interests, of physical characteristics, in fact, of all traits for which valid tests have been devised.

(3) The building of individual **interviews** or conferences for the purpose of discovering these characteristics and eliciting such information as becomes available only through personal give and take of counselor and counselee.

(4) The programing of individuals for varied vocational experiences, usually through what are known as **tryout shops**.

(5) The presentation through class instruction, through printed matter, and other devices, of **occupational information**.

(6) The finding of jobs when the individual leaves the institution—that is to say, **placement**.

(7) **Follow-up** of those who leave the institution for the purpose of enabling the individual to hold his job, to advance in it, to find jobs for other persons about to leave the institution, and for evaluating and improving the guidance service of the institution.

1. Keller, Franklin J., and Viteles, Morris S., *Vocational Guidance Throughout the World*, New York, W. W. Norton, 1937.

It is curious and gratifying to note how much a statement of the objectives of vocational guidance fits the penal institution. Many of the practices in the better institutions have been set up with one or more of these purposes in mind. The parole system, educational programs, psychiatric examinations, advice from the chaplain, training in the industries and so on—all these have been developed with a view to early and continuous adjustment to life. However, in most prisons these procedures have been fitful, disparate, unscientific, and unsystematized. The intentions have been good, no doubt, some of the results have been good, but one cannot escape the conclusion that the only certain outcome has been the protection of society from criminal acts during the incarceration of the criminal.

The first attempt at a formal, organized guidance program was that established at Elmira Reformatory in 1932 under the Lewisohn Commission. With volunteer workers and funds supplied by a foundation the first steps were taken toward a complete program. Since then development has been rapid in that and other institutions. The essential features of these programs constitute the core of this chapter.

It must be stressed that no guidance program, in any institution, is, of course, conducted apart from the other activities of the institution. Without these other features, the guidance program has no warrant at all. It is, in fact, largely a device to enable these other phases to function fully and successfully. On the other hand, it is equally true that these other phases may be and often are, futile without the guidance program. The crux of the matter is that guidance concentrates upon the individual, who, when he leaves the institution, is the one and only complete embodiment of the influences of the institution, and since guidance does concentrate upon him, it tends to assure the integration and functioning of those influences.

There are many other chapters in this volume, each dealing with some important aspect of prison education. All of them, including guidance itself, are dependent upon the primary prison facilities, both physical and human. Understanding and sympathetic wardens, principal keepers and guards, decent cells, adequate class rooms, useful shops, a variety of industries for both instruction and maintenance, are all potent forces in themselves and indispensable for a sound educational program, such as is described in other chapters of this volume. The educational program is, in turn, essential to

the organization of a sound guidance program. In other words, a functioning institution must be a composite of interdependent and cooperating forces.

These inter-relations will appear throughout this chapter. For instance, note the indispensibility of complete and accurately gathered data for the effective functioning of the classification board. Note that the best modern practices in curriculum construction involve the growth of the curriculum out of the needs of those persons to be affected by it, as well as out of the demands of society. Guidance is concerned both with revealing these individual needs as well as reporting the demands of society (incidentally, very rigid demands when ex-convicts are concerned). This is especially true of vocational education which presumably trains directly for the prospective job. A good library is really part of the curriculum and like the curriculum should grow out of individual needs as well as out of societal demands.

There is no need to labor the point. A good guidance program will strengthen the hands of all those who carry on other phases of the prison program, and that program will, in turn, hold up the hands of the prisoner, especially when he is no longer a prisoner, and will really thus do for society what the penal institution was always intended to do—give it the ultimate in protection.

This chapter might have been a record of dreams—a vision of what penal institutions might do for the prisoners if—if the administration were only more receptive, if every prison had a thoroughgoing vocational educational program, if guidance counselors could be engaged at \$5000 a year, and so on and so on. Rather, we have chosen to describe that which has actually been accomplished in several institutions of New York State. Owing to a fortunate chain of circumstances, involving physical equipment, state policy, personnel, and other factors one of the most thorough jobs has been done at Wallkill Prison, and it is the program of that institution that constitutes the bulk of this chapter. Distinctive phases have been drawn from the activities of other New York State institutions.

Guidance programs in the Federal correctional institutions and in New Jersey, Connecticut, Massachusetts, Wisconsin, Michigan and a few other state institutions, are worthy of description but it was impossible to get detailed data in the time allotted for the preparation of this yearbook. The Federal Bureau of Prisons has developed an excellent guidance program. For a description of

this program the reader is referred to the pamphlets on Guidance issued by the Federal Bureau of Prisons. Sooner or later as the opportunities arise and the personnel become available, the number of institutions with organized effective guidance programs will increase.

One of the advantages enjoyed by Wallkill Prison is the fact that it is a medium security institution. In the Lewisohn Report on Parole and its Principles, it is stated that:

"The prisons and reformatories are an integral and vital part of the parole system. Penal institutions must be schools of industry and training in the responsibility of right living and must prepare their charges for release on parole."

In conformance with modern penological concepts, the Lewisohn Commission on Prison Construction and Administration decided to build a prison of the medium security type for adult male offenders. A site of 1,000 acres was selected in Ulster County approximately three miles from the Village of Wallkill.

When this institution designated as Wallkill Prison was established in 1932, the policy was adopted of receiving no direct commitments from the courts but rather to receive from other institutions by transfer, those inmates whose records indicate they are willing and able to profit by the extended opportunities offered for additional vocational training.

"An Institution for Training and Rehabilitation." So briefly and so descriptively stated are the main objectives of the institution appearing on a bronze plaque in the entrance corridor. The task of attaining these aims has progressed with each succeeding year, beginning in 1933 with the organization of a vocational training program, under the leadership of a Vocational Director. Religious, recreational and social programs were successively introduced, and have become integral parts of the whole training program. All of these agencies have endeavored to develop and maintain a program sufficiently flexible to permit as much diversification as possible within existing limitations.

However, early in the history of the institution, it was recognized that to accomplish effectively any permanent and lasting results, it was necessary to visualize the institutional treatment as one phase of a plan which culminated in the release of the inmate under supervision, where the same program would be continued in the outside community. Such a plan embodied participation in the prison program by the agency responsible for the after-supervision of the inmate, i. e., parole. It further required that there should be a

means for mutual exchange of information; that parole should actively participate in the training program; that there should be some agency within the institution responsible for the coordination of the facilities of the prison and parole, and for correlating the agencies within the prison, in the execution and planning of treatment programs. Fundamentally, the treatment had to be on a case work basis, with voluntary participation by the inmate in the development of a plan, which would be adapted to his needs and calculated to point towards his eventual adjustment in the community.

In July 1936, preliminary plans were discussed for the organization of an agency within the institution which would meet these specifications. In October 1936, the Commissioner of Correction and the Board of Parole approved the preliminary plans, providing for a vocational guidance supervisor and a parole representative to organize and develop this agency designated as the Service Unit.

Considerable thought was devoted to the selection of an appropriate name for this agency that would designate its functions. It was agreed that technical names such as 'guidance', 'clinic', 'social work', 'rehabilitation' and the like would defeat the purpose as inmates are prone to shun an agency which infers its title that is engaged in rehabilitative treatment.

Mutual Agreement Between the Department of Correction and Parole

Since the Department of Correction and the Division of Parole, although treating the same individual, are separate and distinct with different administrative setups, it was necessary to hold numerous conferences including the administrative staff of the institution and the executives of the Division of Parole to determine questions of policy, develop means for coordinating the facilities and resources of their respective departments and to attain a basis for mutual understanding of each other's problems, limitations, and mode of operation. This was an essential step in order to permit a clear approach to the problem of organization of the Unit, and to have it function efficiently and effectively. The task of fusing the facilities and resources of both departments in the approach to the common objective seemed at first a most difficult one. However, through the conference method it was possible to reach a basis of mutual understanding, the principles of which have been embodied in the procedure of the Service Unit.

Personnel

The Service Unit personnel consists of a vocational guidance supervisor, parole representative (on the staff of the Board of Parole) and a social worker. In conforming with the recommendations of the Governor's Commission regarding the training of personnel, high qualification standards have been set for the men selected for this work. All are college graduates who have had both post-graduate training and years of experience in the field of correctional work.

In addition to the personnel stated above the Service Unit utilizes the services of two secretary-stenographers, one furnished by the Division of Parole and one by the Department of Correction.

Offices

The Service Unit occupies a suite of offices on the first floor of the building. The vocational guidance supervisor, the parole representative and the social worker have individual offices, well suited for the purpose of holding private interviews.

The file and conference room connects the offices of the parole representative and vocational guidance supervisor. It was recognized at the outset, because of the confidential nature of the records and files contained therein that every precaution would have to be taken to safeguard them. The files are accessible only to the superintendent, assistant superintendent and the members of the Unit.

The secretary-stenographers both have private offices set apart for their exclusive use with desks and typewriters for each.

In addition to the offices mentioned there is also provided in the Service Unit section an office and mechanical aptitudes testing laboratory that are occupied by the foreman of industries. This staff member is perfecting a battery of mechanical aptitude tests particularly designed to be of material assistance to the vocational guidance program.

The Staff library is a part of the large office occupied by the head teacher. It is available to all employees, contains all types of books, periodicals, etc. having to do with such technical subjects as criminology, penology, education, psychiatry, psychology, social work, vocational information, reports of social conferences, committees, etc.

Equipment

All offices are equipped with ample furniture, supplies, etc. including desks, chairs, tables, typewriters, bookcases and filing cabinets. A dictaphone is available.

Stenographic Service

The stenographic work of the Service Unit is equally divided, in so far as possible between the two secretary-stenographers. The institution secretary-stenographer is required to do all of the stenographic work that arises out of the operation of the Service Unit activities. The Parole secretary-stenographer is responsible for routine parole work. However, in the further solution of routine stenographic work, it has been found satisfactory to have an arrangement whereby each will assist the other when time and work permit; and at the same time duplication is minimized.

Duties and Responsibilities of the Members of the Service Unit

The next objective in the organization plan was an agreement between the vocational guidance supervisor and the parole representative as to the respective duties and responsibilities and the types of problems to be handled by each, together with an understanding of the functions of their subordinates. It was decided that all contacts relative to inmate assignments, vocational guidance, and inmate problems connected with institutional routine would be referred to the vocational guidance supervisor, assisted by the social worker. The parole representative would deal with inmate problems pertaining to community contacts such as problems of relief for families, marital problems, special investigations, and the like, in addition to all matters pertaining directly to parole. However, this arrangement is a flexible one, and frequently both members confer with an inmate, because of the inter-relationship of many inmate problems with both institutional and parole procedure. It is felt that such a procedure also tends to make known the fact that the Service Unit functions as a unified organization, although representing different departments.

Guidance Enters the Program

The administration of a guidance program in a penal institution is affected in no small measure by any and all institutional activities, including the methods followed in granting correspondence and visiting privileges, the type of supervision given on work details, the method of enrolling in school, the program of instruction followed in shops and classes, the availability of recreational facilities, and a host of other problems of comparable importance.

If any or all of these activities are limited or in need of reorganization, it most certainly is the concern of the guidance personnel. Since guidance deals with the whole person and his adjustment, the effects or influences tending to hinder the individual or his adjustment should be modified so that the eventual benefit will accrue not only to the individual inmate and the guidance program but to the institution and its entire program.

The presumption before the initiation of a guidance program is that opportunities are available for guidance purposes. Limited facilities occasioned by unorganized or partially organized courses of study, inadequately trained personnel, a narrow or confined curriculum with the accompanying lack of diversified types of training, the delegation of training to the background in favor of the exploitation of inmate labor, and the like, are handicaps that deter the proper functioning of the institutional program in general and the guidance program in particular.

In the initial stages of its organization, the Unit found itself faced with the problem of developing a satisfactory system for obtaining all pertinent information regarding the institutional adjustment of an inmate, so that it might be recorded in a central file for the purpose of treatment. While it was found that the prison does have a case folder on each and every inmate, containing copies of the probation report, medical, psychological, and psychiatric examinations, visiting and correspondence lists, bad conduct reports, and correspondence, there was no record of the progress and adjustment of the inmate to the institutional program. Scattered throughout the institution in as many departments as existed, there were some data on each case, but only such as were needed for the respective departments. No efforts had been made to correlate these in a central file, so that there would be readily available a clear and complete picture of the institutional adjustment. Each department functioned separately and distinctly and the accomplishments of one were not

made known to the other. As a consequence, any plan of treatment if such were formulated, was of necessity a haphazard one, with little recognition given to the total needs of the inmate.

The inmate population itself was aware of the lack of unity and cohesion in the institution and it was a common occurrence to have an inmate approach four or five of the staff members with the same request, and have each one working on it without the knowledge of the other. On the other hand, it often happened that an inmate himself was at a loss as to what staff member to interview regarding a problem that may have developed in his case; e. g., the question of securing relief for his family, that of securing permission for certain types of correspondence, that of obtaining information about his eligible date of release and what steps to take if there had been an error in the computation thereof, the manner in which he might obtain additional jail time to which he was entitled. Repeatedly, problems existed in an inmate's case, but little was ever done about them until they affected institutional routine or caused a disciplinary reaction. Furthermore, no effort had been made to record in a central file impressions, attitudes, observations and such problems as may have occurred during the period of an inmate's confinement. In the institution, moreover, the Division of Parole, maintained a case folder with copies of parole reports, social and personal histories, all valuable in any plan of treatment, but this information was not furnished to the institution unless specifically requested. These are a few illustrations of the confusion that existed at the time the Unit was organized.

In brief, the Unit faced the problem of organizing a guidance program. In the initial steps it was recognized that staff participation was essential to its success, since the progress of any plan of coordination is proportionate to the degree of cooperation obtained. Further, to achieve coherence and unity in the program the facilities of the institution and parole had to be more closely integrated.

Coordination of the Facilities of the Institution and Parole

An arrangement was effected, whereby the information obtained by both departments in their case contacts becomes mutually available. By maintaining a common folder in the Unit and recording therein this information, it is now possible to obtain a clear and complete picture of an inmate's institutional adjustment, the plan

of treatment followed, together with an evaluation of this plan. Parole had undertaken the responsibility of furnishing a complete and thorough social history of each case, of making an investigation of family and social problems during the period of confinement, of furnishing records of the adjustment of inmates after their release on parole, and through the Parole Representative in the institution, actively participating in the planning of an institutional program of treatment. The prison, on the other hand, is now in a position whereby it is in possession of complete information about an inmate's social and family history, and can plan his program intelligently without depending upon unverified statements. It is now assured of an agency to which it can refer social and other problems requiring investigation, and have confidence that they will be properly handled and that a report will be forthcoming. The institution, too, by its present system of records, is now in a position to present to the Board of Parole its recommendations which are based not on the institutional adjustment alone, but on a careful study of all the factors in a given case.

Service Unit Procedures

Initial Interview upon Reception by Transfer

1. Vocational Guidance Supervisor

Immediately upon reception an interview that serves as an introduction to the institution is held with the inmate. The inmate is advised of the aims and objectives of the institution, what is expected of him, what the institution in general, and more particularly what the Service Unit can do to assist in his adjustment here.

Efforts are made to ascertain his occupational interests and experiences with a view not only to make tentative plans for temporary assignments but also to arouse or enliven an interest in the adoption of a training program. He is also requested to submit the name and address of his nearest relative, if he so desires, so that a letter of introduction containing rules and regulations of the institution as well as the reason for his transfer to an institution of this type can be forwarded.

During the introductory interview the inmate is advised of the reception procedure which includes interviews with the assistant superintendent, vocational director, recreational director, physician, correspondence censor, parole representative and the chaplain representing his religious affiliation.

Since assignments to work details are of major concern to the inmate because of the important role they play in his daily existence and routine, they are discussed with him. Assignments, too, are an important phase of the guidance program as they furnish the means to evaluate attitude, industry and performance.

A form has been developed which is filled out by the inmate requesting a change of assignment. The Unit, through the vocational guidance supervisor, receives all applications for changes of assignment, evaluates them, and submits its recommendations to the Classification Committee, which also functions as the Assignment Board.

He also is advised that subsequent interviews may be held pertaining to his institutional program. Interviews serve as a medium for establishing the counselor-client relationship and for giving guidance and assistance wherever possible.

It has been the experience with a new transferee that if some member of the staff is willing to answer his numerous and varied inquiries, the inmate is more apt to be cooperative and willing to assume his share of the responsibility that may be placed upon him at this institution.

2. Assistant Superintendent

The inmate is informed of the rules governing inmates, work hours, type of discipline, and all other matters affecting his adjustment.

3. Vocational Director

The purpose of this interview is to inform the inmate of the training opportunities provided for him, and efforts are made to enlist his interest and cooperation in a tentative training program.

4. Recreational Director

The inmate is advised of the recreational opportunities in the institution and the possibilities of his participation in it.

5. Physician

The primary purpose of this interview is for a complete medical examination. Plans are made for any remedial treatment which may be indicated by the results of the examination.

6. Correspondence Censor

The inmate participates in the preparation of his correspondence and visiting list in accordance with prescribed regulations.

7. Parole Representative

This interview is held within one week after an inmate is received on transfer. It enables the parole representative to review the parole questionnaire with each inmate and make any necessary corrections and additions. At the same time the parole representative is on the alert for any social and family problems that may exist, and offers the inmate assistance in the solution of these problems. The tentative parole program is discussed, and where it is indicated that the one proposed by the inmate would not be acceptable to the Board of Parole, the inmate is informed of this fact so that his efforts may be directed towards the preparation of a suitable program. In this interview attention is centered on the establishment of a friendly relationship with the inmate for the purpose of having him come to recognize that the parole representative is interested in his welfare and desirous of rendering him assistance in the adjustment of any social problems that confront him at this time or that may develop during the period of his confinement at Wallkill.

Any existing social and family problems are referred to the field staff of the Division of Parole for investigation and follow-up and the inmate is kept informed of the progress made in their solution. Attention is also focused on the elimination, in so far as possible, of those factors which might cause an inmate to be set back by the Board of Parole—such factors as evasiveness, misrepresentation, and untruthfulness. Each inmate is furnished with a copy of the parole pamphlet "Rules of the Board of Parole and Laws Relating to Parole" and encouraged to consult the parole representative regarding any information desired on the subject. The parole representative also has available a number of pamphlets on venereal diseases and these are distributed to each inmate suffering from any such affliction, in order to acquaint him with the nature of these diseases and educate him to the recognition of the need of continued treatment both within the institution and on parole.

In those cases where an inmate's family is receiving public assistance, a notice is sent to the social agency supervising the case, informing them of the inmate's transfer and date of eligibility for release, together with other pertinent information.

8. Chaplains

The inmate is interviewed by the member of the clergy representing his particular faith. Efforts are made to continue or enliven his interest in religious activities.

Recording of Interviews

Reports are made to the Service Unit on all initial interviews conducted. An interview rating scale has been devised particularly suited to this situation. A brief summary is made of all interview scales submitted and is incorporated as part of the case record.

Preparation of Material for Preclassification Investigation

Within one week after inmate's transfer, the required material is prepared for an investigation by the Division of Parole, termed a Pre-Classification investigation. This material consists of the chronological case histories prepared by the Service Unit in addition to the probation reports, medical and blotter records. The completed investigation is submitted to the institution within seven weeks.

Procedure in Classification Investigation

In this investigation the legal, social, family and personal history of the inmate, special emphasis is placed upon the following:

1. Education Records

As complete a record as possible of an inmate's educational background is obtained and verified, thus correcting one of the former major institutional weaknesses in the guidance program. The Unit assumes the responsibility of furnishing this information to the educational director for use in this program. In addition, the vocational guidance supervisor utilizes the record in planning the training programs.

2. Occupational History

An accurate and thorough history of an inmate's industrial record is procured, so that the data are available to the Unit in planning a program of training in conjunction with the inmate and to permit the classification committee to evaluate the assignments recommended before taking final action. This procedure eliminates a further weakness since it obviates the necessity for accepting unverified statements made by the inmate for the purpose of securing a desired assignment.

3. Legal History

This phase of the Pre-Classification Report plays an important part in the prison guidance program. It is essential to obtain a complete history of the crime and the criminal record of an inmate

in order to plan intelligently a program of training and equip him with vocational skills in that trade or occupation from which he will not be barred upon his release.

4. Family Situation

Information is obtained on the family relationships and the family attitude toward the inmate for the purpose of utilizing as many constructive factors and influences as possible in planning the community program, and in order to secure the cooperation of the family in the plan of treatment.

5. Community Situation

The community attitude merits investigation in as much as this information may decidedly effect an inmate's parole program, particularly when the attitude is an unfriendly one. In the latter cases, steps are taken to prepare a program in another and different community. Interviewing the complainant in some types of cases such as rape, assault, etc., is sometimes productive of valuable information in as much as it is occasionally found that an entirely different version may be obtained of the degree of guilt and the extent of an inmate's participation, either in a mitigating or aggravating sense.

Under this heading should also be included data about the work opportunities in the community which may be available to the inmate. It is especially helpful if the investigating parole officer, because of his familiarity with the area in which he works, suggests some of the work opportunities that may exist in that area and for which possibly the inmate could be trained during his prison residence. To be more specific, in some areas presumably the only effective work outlet or job market is that of farmhand. It is a waste of energy to train a man as a machinist, if, because of family situation and other factors, there is no community market for this type of training. A brief industrial survey by the investigating parole officer might very well read as follows:

The town of—to which the inmate will presumably return, has a population of 22,000 persons. Although the chief industry in the city is wooden furniture manufacture, there are in addition three or four active job printing establishments, one iron foundry, three or four fairly active job machine shops, probably not less than two dozen garages and service stations, and the usual mercantile establishments to be found in a city of this size. I have learned from the

Chamber of Commerce that although the furniture factories have only been working part time, anticipated business would in the majority of them result in full time operation within the next year. I have further learned from the Chamber of Commerce that building construction in this community which has been at low ebb for the last seven years, has shown a marked increase during the last six months with the possibility of a definite increase in the field of private home construction which is much needed in this area.

The foregoing gives some idea of the employment opportunities that might be available to the inmate if he desired training in some of the major occupational fields.

The information about an inmate's expressed training interests is generally contained in the Initial Interviews which are available to the investigating parole officer at the time of the pre-classification investigation. In those cases where an inmate makes a selection of a training program after the receipt of the pre-classification report, one procedure is to request the parole officer in the inmate's community to determine the work opportunities for the type of training selected. In this manner, the investigating parole officer also participates in the planning of the inmate's program.

Tentative Parole Program

In so far as possible the tentative parole program is obtained from the inmate so that it can be investigated during the course of the pre-classification investigation. Efforts are also made to obtain some information regarding possible "leads" for employment upon his release.

If this information is checked during the course of the investigation, reliable data are obtained upon which to plan a program of training. For example, if an inmate requests enrollment in the auto shop, claiming that his uncle or some other relative is the owner of a garage and will provide him with employment as a mechanic's helper, this is investigated in order to determine whether the opportunity will be available or whether the inmate is merely making the claim in order to be enrolled. The training planned for the inmate should be closely related to the probable opportunity for employment.

Plans Followed in the Institution During Period of Pre-Classification Investigation

Assignment to General Labor and Maintenance

Upon his reception, every inmate is assigned to some type of general labor or maintenance work. Wherever possible, he is allowed to select the general type of work he prefers within the fields of maintenance or general labor, consideration being given to his physical condition, his previous work experiences and the type of program that may be formulated with him. It has been found that, during this investigation period, the inmate is in need of considerable assistance and guidance, particularly with reference to the interpretation of the system of work assignments peculiar to this institution, the necessity for his participation, the type of supervision and other matters of institutional routine incidental to his adjustment here. Further, frequent interviews are held with the inmate during this period in an attempt to ascertain his occupational interests and the extent to which he believes that a training program may be of benefit to him. Exploratory work and school experiences are made available to the inmate in order to enable both him and the classification committee to make some tentative plans.

The inmate supervisors and instructors are required to submit rating scale reports on his performance, general attitude, interests, etc.

Follow-up by the Service Unit

The vocational guidance supervisor in cooperation with the members of the institutional staff secures all the information possible on the particular inmate through the mediums of reports, anecdotes and observations, together with verbal reports that may be rendered by any or all employees coming into contact with the inmate. If indicated, minor tentative adjustments are made either by interpreting institutional routine and policy or by modifying some existing tentative program.

Reports Submitted to the Service Unit

1. Educational Reports

Monthly reports are submitted by the vocational director which contain a list of all new school enrollees, as well as a list of those students dropped together with explanations for such action. This material is then entered in the case folders so that at all times the

records are maintained on a current, chronological cumulative basis and thereby furnish a rather complete picture of an inmate's adjustment to a program.

2. Proceedings of the Court (Discipline)

The Principal Keeper's Court reviews all cases which warrant Bad Conduct Reports as a form of disciplinary action. Entries are made covering the type of offense, as well as the action taken in each case. This particular phase of an inmate's institutional adjustment is a very important one in that it often makes a very significant contribution to the complete picture of institutional adjustment as well as an insight into the character and general makeup of the individual.

3. Correspondence and Visiting Lists

Copies of the inmate's correspondence and visiting lists are furnished to the Service Unit shortly after his reception. Any subsequent changes are also reported. The benefits of such an arrangement accrue to the correspondence censor and the officer in charge of visits, as well as to the Unit.

4. Progress Reports

A simple, concise and readily understandable rating scale has been devised for reporting to the Unit the progress of an inmate in his work assignment, his vocational and educational training program, his leisure time or recreational program as well as the many other phases of institutional life which may be of importance in gauging the extent of adjustment of the inmate to his particular program. These reports are submitted at stated intervals by all members of the employees' group coming in direct contact with the inmate. This material, plus all other anecdotes, observations and verbal reports becomes a part of the case folder. This particular type of report, because of its significance and peculiarity to a prison program, will be explained more fully under "Plan of Treatment Follow-up."

Testing Programs

In the majority of cases transferred to this institution it has been found that the classification clinics of the reception prisons are furnishing results of their psychological and psychiatric studies. However, when one considers the ideal situation there is consider-

able room for improvement toward the development of aptitude, ability and achievement tests sufficiently standardized and practical so that the results may be properly interpreted and utilized in the formulation of training and treatment programs.

Preparation and Presentation of Case to the Classification Committee

Upon the receipt of the pre-classification report submitted by the Division of Parole, the Service Unit attempts to formulate a tentative training program based on the interests of the inmate, the findings and recommendations within the institution and the pre-classification investigation.

The digest of the case plus the recommendations for a tentative program are incorporated into a report which is presented to the Classification Committee. The Classification Committee, composed of the assistant superintendent, vocational director, recreational director, physician, guidance supervisor, the parole representative and the superintendent as an ex-officio member, meets each week to review the cases as presented and, after deliberation, recommends the adoption of the plan best suited to the needs and interests of the inmate.

The Classification Committee Report, with the adopted plan of treatment is then incorporated into the case record.

Execution of the Adopted Plan of Treatment

The Service Unit, in cooperation with the Classification Committee, is charged with the responsibility of putting the adopted plan into operation.

The vocational guidance supervisor inaugurates the vocational and educational phases of the plan through placement in the recommended assignments and through enrollment in the school program. He also refers the recreational, religious and medical treatment plan to the respective staff members.

The parole representative initiates the program for the treatment of such personal, marital, and family problems as require the cooperation of outside agencies for thier adjustment.

Follow-up of Plan

Progress Reports

This type of report was developed by the Unit to meet a definite need for some practical means of checking an inmate's progress and adjustment to the program outlined, and to furnish the employee

group responsible for submitting these reports with a simple and concise method of recording their observations, impressions and judgments of the inmate. It is actually a rating scale covering an inmate's performance, judgment, cooperation and general make-up, with provisions for additional comment or other characterization not included in the general headings. It is a composite report, with additions and alterations to meet the prison situation, of the type used by various business and industrial organizations.

Interviews and Conferences

Frequently, interviews are held by the personnel of the Service Unit with the inmate alone, the supervisor alone, and also jointly with the inmate and his supervisor, to discuss the adjustment and the progress of the inmate. Because of the inherent nature of the medical and religious phases of the treatment plan, they are not incorporated in the prescribed progress report, but the Unit receives either verbal or written reports.

Review by the Classification Committee

The Service Unit reports to the Classification Committee those cases in which an inmate has not adjusted himself to the training program or those in which other causes indicate that some modification of the plan should be made. It often happens that a supervisor reports an inmate for poor performance or lacking in ability, aptitude and interest. On the other hand, an inmate may experience a change of interest, may be dissatisfied with his assignment, or undergo a personality conflict either with his supervisor or his fellow inmates. The vocational guidance supervisor attempts to adjust as many of these problems as possible before submitting the case to the Classification Committee for review and modification. Those cases in which a successful adjustment to a training program is effected, are reviewed by the Committee at intervals.

Cumulative Case Records

A case folder, legal size, is maintained for each inmate. All entries, contacts, interviews, changes of assignment, etc., are recorded in chronological order.

Under this system of recording, it is possible to follow an inmate's adjustment and progress from the date of his transfer to this institution to the date of his release.

The case folder is set up on the following basis:

1. Left side of folder
 - a. Face sheet
 - b. Photograph
 - c. Pre-classification report
 - d. Medical record
 - e. Chronological sheets in consecutive order
 - f. Preparole report
2. Right side of folder
 - a. Correspondence in chronological order.
 - b. Progress sheets in same order.
 - c. Current chronological sheet.

Types of Interviews—Problems Referred

Initial

This interview is held by the Staff and Unit members within one week of the inmate's transfer.

Assignment

When an inmate files an application for an assignment or change of assignment, the vocational guidance supervisor discusses the application with him, his reason for making request, and his institutional adjustment. The interview, held on an informal basis, often offers an opportunity for assisting the inmate to adjust to his present assignment, his supervisor, and fellow workers.

Training Program

After the inmate has had an opportunity to observe the various types of training offered at the institution, the vocational guidance supervisor interviews him to ascertain further his interests in a training program. Available occupational material is furnished the inmate to assist him in his selection. Information obtained in previous interviews and from reports of his supervisors may act as a guide to the interviewer in directing the inmate to a choice of program. From this may follow enrollment in an exploratory course where his progress and adjustment is carefully noted pending permanent enrollment in a training program.

Preparole

This is conducted by the parole representative at least four months in advance of the inmate's eligibility to appear before the Board of Parole. The inmate's parole program, consisting of suitable residence and employment, is obtained so that it may be forwarded for investigation in time for his appearance.

Parole Inquiry

This is occasioned by the request of an inmate for information on parole, its operations, its laws, its general rules and conditions, his date of eligibility, advice on suitability of parole programs, clarification of misconceptions, and the like. The parole representative has available various pamphlets covering parole laws, rules and conditions, copies of which are furnished to each inmate.

Family Problems

These refer to problems existent in inmates' families such as relief, care and welfare of children, location of members of the family, lack of visits and correspondence, health of family members, etc.

Personal Problems

These pertain to various types of problems presented by inmates that refer more to themselves as individuals than as members of a family group; i. e., insurance, protection, expenditure of compensation and cash, misunderstandings between the inmate and supervisors or with fellow inmates, requests to write letters, obtain records, etc.

Marital Problems

These refer to interviews relative to difficulties or problems arising out of the marital relationship; e. g., misunderstandings, separations, divorce, infidelity, conflicts between inmates and wives, reconciliation, common law unions.

Legal Problems

These pertain to illegal sentences, jail time, various sections of the Penal Law, Code of Criminal Procedure, Parole and Correction Laws.

Collateral

These are held with individuals other than inmates; e. g., members of the staff, members of the families, prospective employers, social workers, etc.

Parole Employment

These are held with the inmate after his preparole interview, and relate to jobs submitted by him for his parole program; also inquiries as to the type of jobs acceptable to the Board of Parole.

Release

This is the final interview with the inmate, and is held on the day preceding his release, at which time he signs his parole agreement and receives final instructions as to the time and place of his Arrival Report.

Executive Clemency

These are held with those inmates who desire to file or have filed an application for executive clemency.

Table I indicates the number of interviews of each type held by the personnel of the Service Unit during one year. Table II indicates the movement of the Wallkill population during that year.

TABLE I

SERVICE UNIT INTERVIEWS

Initial.....	590
Assignment.....	950
Training Program.....	322
Preparole Interview.....	294
Parole Inquiry.....	272
Family Problem.....	108
Personal Problem.....	106
Marital Problem.....	167
Legal Problem.....	67
Collateral.....	661
Employment.....	434
Release.....	201
Executive Clemency.....	13
Total.....	4185

TABLE II
MOVEMENT OF POPULATION

	Indeter- minate	Deter- minate	Total
Population (1-1-37).....	289	108	397
Transfers (In).....	185	60	245
Total.....	474	168	642
Releases.....	132	69	201
Discharge (Maximum Expiration).....	1		1
Discharge (Court Order).....	1		1
Transfers (Out).....	20	7	27
Total.....	154	76	230
Population as of 12-31-37.....	320	92	412

Case Work with Inmates and Their Families

During the period of the inmate's confinement there are various types of problems that develop not only in his own case but also in his family. The Unit recognizes that in order to carry on an effective guidance program it must treat not only the inmate's problems, but also those that may exist or develop in his family, and attempt to adjust them during his confinement. Emphasis is placed on efforts to keep the inmate's family united, to have him maintain contact with it, and to strengthen familial and marital relationships in anticipation of his return to the community. In the interest of both the community and the individual the stability and influences of these relationships should be fostered and preserved as much as possible.

**Follow-up Program Through Cooperation
with the Division of Parole**

The Unit receives copies of the parole supervision records of former inmates. Copies of Violation of Parole reports are also submitted. Under this arrangement, the Unit is able to follow the adjustment of inmates from the day of their release to the expiration of their maximum sentence.

The Unit recognizes that in order to evaluate the effectiveness of the institutional program of training, a study should be made of the adjustment of those paroled inmates who have received the benefit of this program.

Case Studies

This section includes two case studies of inmates who have passed through the Service Unit. The inmate's background, institutional history, program of treatment, and post-institutional adjustment are described in detail.

Success is not always assured. The field is new and there are inevitably many unknown factors entering into the picture. The first case has been deliberately selected because it was an outstanding failure. Apparently every technique known was applied to this case and yet the inmate failed to withstand the pressures of society.

The second case was an outstanding success. The outcome indicates that a well organized correctional program can be highly successful. The two extremes indicate that we still have much to learn.

CASE I

Introduction

Daniel M—, a white male, 34 years of age, married and the father of two children, serving a sentence of seven and one-half to fifteen years for robbery.

Social Background

Daniel, a product of the lower East Side in New York City, was the fifth in a fraternity of twelve children, seven of whom are living, of foreign born, hard working, law-abiding parents. However the control, supervision and guidance of their children were conditioned by the conflicts arising from their inability to adapt themselves to the customs of this country. His early life was uneventful, and Daniel attained the 8th grade in public school, leaving at the age of 15 years to go to work to augment the family income which at the time was insufficient to maintain the home. At the age of 16 years, he secured employment as a presser, at a salary of \$25 a week, gradually acquiring sufficient skill to become an operator. His wages steadily increased until he attained an average of \$45 weekly. As far as can be determined, Daniel did not come into conflict with the law prior to his present conviction, although two of his younger brothers served prison terms.

At the age of 20 years Daniel married a 17 year old girl, eventually established his own home, became a devoted husband and apparently a considerate father. He worked steadily, supported his home adequately, and was living what might be termed a comfortable existence, when his employment terminated. At the time, his wife was pregnant, expecting to be confined with her second child. There is no indication that the inmate applied to any social agencies for assistance.

Crime and Incarceration

While his wife was confined in the hospital, Daniel participated in an armed payroll robbery, was apprehended practically on the scene of the crime and was subsequently convicted and sentenced to a term of seven and one-half to fifteen years.

Early in 1932, he was admitted to Sing Sing, where he received the customary examinations by the psychiatrists, psychologist, physician, school authorities, chaplain and parole officer. Shortly before Christmas, because of overcrowded conditions, he was transferred to an upstate maximum security prison, which is a considerable distance from New York City. While at Sing Sing, he was able to receive semi-monthly visits from his wife, but the distance and expense involved in traveling to the upstate prison, acted to make these visits more and more infrequent; in addition, his family was now the recipient of public assistance.

Daniel remained at the upstate prison for a period of 20 months, first performing on a routine assignment of yard labor and then being transferred to the maintenance tailor shop, to do routine work. His adjustment was average, but this distance from his family and infrequent visits caused him to become depressed.

Transfer to Wallkill Prison

In the latter part of 1934 he was granted a transfer to the Medium Security Prison at Wallkill, N. Y., approximately 80 miles from New York City. At this time he had approximately 3 years to serve before being eligible to appear before the Parole Board.

Shortly after his arrival he was interviewed by members of the institutional staff relative to a self-betterment program. At first he believed that work with an outside construction group would afford him an opportunity to secure some fresh air and wholesome exercise. In a short time he requested enrollment in a training program in the tailor shop.

In addition to his training program in the tailor shop, Daniel was enrolled in related courses of mathematics and English. His participation in the various recreational activities of an intramural type (including baseball, volley ball, basketball as well as games of the sedentary type) enabled him to use his leisure time to constructive advantage. A program of religious instruction was formulated by the Chaplain, and the inmate became a regular attendant at religious services. In brief, the institution, with the cooperation of the inmate, was able to organize a well-rounded program of treatment.

Being nearer his home, visits from his family became more frequent. During these visits he learned that his family was in need of medical care and treatment not included in their Welfare allowance. Daniel then, because of the opportunity for training afforded him, presented his problem to the Service Unit, and asked its assistance in remedying the situation. Through the efforts of the Service Unit, the Division of Parole arranged with the various social agencies for a program of medical care and an increased allowance.

Daniel, now assured that his family was receiving adequate care, and that there was an agency in the institution to assist him in the solution of his problems, endeavored to persevere in securing further knowledge and skills that would equip him as a tradesman. The ensuing time passed uneventfully until his scheduled appearance before the Board of Parole at which time he received favorable consideration.

History of Parole Supervision

After serving approximately five and one-half years on his minimum sentence of seven and one-half years, inmate was released on parole to rejoin his wife and family and to accept employment as a tailor. Daniel worked quite steadily at his trade for about six months, earning an average of \$20-\$25 weekly, when he was laid off due to depressed business conditions. For a period of two months it was necessary to obtain relief from the Welfare Department after which he again was employed part time, averaging \$15-\$20 a week. During this interval, Daniel was admitted to the Clothing Workers' Union.

His home life was harmonious and the former congenial relations with his wife and children were renewed. Throughout the period of parole supervision, there is evidence that the family income was

insufficient for their needs, and subject frequently complained of the difficulties of keeping within the limits of his salary. Daniel was apparently living up to the rules and conditions of Parole, when we find that he is arrested, along with two others, for participating in a serious crime.

Thus we have the situation of an individual, subjected to the constructive influences of the institution in the vocational, social, and spiritual fields, finally qualified as a tradesman and released to employment in line with his institutional vocational training. Upon release, he leads an apparently normal, law-abiding existence, for a brief period and then when subjected to economic pressure reverts to his former criminal pattern by participating in another serious crime. Despite the constructive measures taken by the institution, Daniel was a failure in his community adjustment. Wherein lies the fault?

CASE II

Introduction

John A—, a white male, 32 years of age, serving a term of four to eight years for the crime of rape.

Social Background

John, the thirteenth child in a fraternity of fourteen children, the son of an itinerant farm laborer, was reared in a rural area among surroundings characterized by alcoholism and economic insecurity. His education was obtained in several district schools, and was limited to the fourth grade level, which he attained at the age of 14 years. He left school to go to work to supplement the family income.

His work experiences were chiefly as a farm hand and laborer, but the seasonal nature of this work and a native nomadic instinct prevented him from settling in one locality.

At the age of 19 years, John was married to a 16 year old girl but this union was not compatible and finally ended in divorce. Several years later, he married a widow, mother of one child—the girl involved in the inmate's crime. Due to the lack of permanent employment this family group was forced to seek aid from the Welfare Department.

Crime and Incarceration

During the period of unemployment, the inmate became intimate with his step-daughter, age 13 years, who later became pregnant. His arrest and conviction followed.

The first nine months of his term was spent in a maximum security prison where he was subjected to the various policies, methods and influences common to an institution of this type. There he faced the problem of adjusting himself to the routine of prison life and the association of those presumably well versed in the ways and methods common to institutional existence.

Shortly thereafter, John was advised that he was selected by the Classification Clinic as a possible transferee to the medium security prison in southern New York State. At first, John experienced considerable unrest because he was uninformed on this institution and particularly as it was so far away from his home.

Transfer to Wallkill Prison

However, his fears were short-lived because upon reception at this new institution he immediately noticed the decided contrast to that of the maximum security prison he had just left: No walls, no armed guards, a decided lack of tension among the inmate population, and a wholesome spirit expressed by the members of the personnel. Upon being interviewed by the various members of the staff, John asked that he be given the opportunity to enroll in plumbing inasmuch as previous work experiences indicated to him that knowledge of the fundamentals and skills of this trade would be of material assistance to him upon release.

The Classification Committee approved a training program of plumbing and related courses. Reports submitted by the various supervisors and instructors showed the inmate to be a willing, industrious student. The instructors in architectural drawing, blue print reading, estimating, english and mathematics described him as being attentive, persevering and progressive despite the psychological classification of M. A.—12 years and an I. Q. of 80.

About six months after his reception, John became ill and was confined to the institutional hospital. During his confinement he received a letter from his wife saying that she had definitely decided to sever their marital relationship and did not care to hear from him in the future. This combination of circumstances placed the inmate in a despondent frame of mind, from which it was difficult to arouse

him. Responding to both medical and casework treatment he gradually regained his health and attacked the problem of so occupying himself as to prove to the world that he was not deflated in spite of the reverses suffered.

At his initial appearance before the Board of Parole, because of a legal technicality, his release was deferred.

At this time he had acquired sufficient skills and knowledge to equip him as a plumber's helper, and with the existing limitations of practical experience, further assignment to plumbing would be of a more or less repetitive, routine detail. This problem was discussed with the inmate by the guidance supervisor with the result that another program was presented to the Classification Committee recommending enrollment in the welding shop for the purpose of acquiring this knowledge as further related to the plumbing trade. The new program was approved and the assignment effected. In this new assignment John continued his sincere and wholehearted application to his trade training program. He remained the attentive and progressive student and was again characterized by his instructors as being one of the best men in the shop. Maintenance work of the institution, in plumbing and welding, gave him a reasonable amount of practical experience.

Subsequently John's case was again brought to the attention of the Board of Parole for reconsideration based on his excellent institutional adjustment, his wholesome attitude, and the degree of stability that he demonstrated. Having received favorable consideration at this re-appearance, the Service Unit was able to secure a position for him as a welder's apprentice with a large manufacturing firm in upper New York State. His salary was to be fifty cents an hour with increases dependent upon his ability and performance.

In September 1937, the inmate walked out of Wallkill Prison, a free man, to start life anew.

History of Parole Supervision

John worked for a period of six months as a welder with this concern. Because of his skilled workmanship he received several increases and his average salary was \$40 to \$50 weekly.

Due to a slack business period he was unemployed for some weeks. He later received a job as a welder on a bridge construction project at the journeyman salary of \$1.37 an hour. At the completion of this job he obtained work on the same project as a

painter. Altogether, this employment lasted approximately three months. During his period of unemployment he supported himself from his savings account, begun shortly after his release.

John requested the assistance of his parole officer in the solution of his marital situation hoping eventually to effect a reconciliation. His efforts were unsuccessful because of his wife's determined refusal to return to him. Accepting the situation, he is now assisting her in securing a divorce. During this time, even while unemployed, he regularly contributed toward the support of his family, although separated from them.

Because of a business upswing his first employer has rehired him and again he is earning a good salary at his trade of welding. Frequent letters have been received from the inmate advising his former counselors of his well being. Appreciation and gratitude are exemplified in these communications.

Guidance in Other New York State Correctional Institutions

Guidance is a part of the program of all New York State Correctional Institutions. The brief summaries given below illustrate certain variations and additional features of the guidance program which have proved effective in varying situations.

ELMIRA REFORMATORY

The new inmate upon admission to the Reformatory is placed in the Receiving Clinic where he is kept for thirty days. Here a thorough analysis and study is made of the individual to ascertain his interests, needs, capacities, limitations and potentialities.

Lectures, interviews, study periods and tours of the various shops and school rooms of the institution designed to start the youth off in step are also a part of the Clinic program.

At the completion of the inmate's stay in this Clinic he is brought before the classification board, which consists of the following members of the Reformatory personnel: superintendent, assistant superintendent, psychiatrist, psychologist, physician, disciplinarian, chaplains (Catholic, Protestant and Hebrew), and a representative of the Parole Board. The classification board considers each boy's case in detail and outlines an individual program of treatment for him. He is then placed in regular institution groups, or in one of the Special Training units, or in the hospital, psychopathic clinic or special guidance school.

WESTFIELD STATE FARM

The Quarantine Period

After the establishment of the residence in the hospital for a period of quarantine, the newly arrived inmate receives the benefits of a thorough study of her case by the various agencies available for the purpose.

1. Testing Program

Provides as complete a picture as possible through psychometric and educational tests given by the psychologist in residence.

2. Interviews

An initial interview to discover interests, temperament, etc. of the inmate, through the medium of

a. Group meetings

Original contact and once a week thereafter, evenings. Two separate classes: parole violators and first commitments, each group for a period of fifty-five minutes to an hour. An evening, preferably Sunday, to be chosen when there are no educational activities in progress.

b. Individual Interviews

These take place in the office of the guidance director. The purpose is to get a picture of the girl, as she sees herself, as well as her unconscious revelation of herself. The interview covers the following points: education, interests, work preferences, work record, personal history, filling out of "Vocational Interest Blanks", conclusion.

The Reception Period

1. Placement in Reception School Program by the Director of Education. After the quarantine period in the hospital, usually a two week period, the girls are assigned to a cottage for the trial interval of six weeks.

2. Tryout Training

During a six week period the girls are given an opportunity to orient themselves to the life of the institution and to participate in various tryout courses.

3. Classification

- a. Toward the end of the tryout period reports on the achievement and adjustment are assembled from those who have had the girls under observation since their arrival at the institution.
- b. Reports are interpreted, case histories studied, and test results analyzed by the service unit.
- c. Tentative program for training is mapped out.
- d. Classification Decision.
 - (1) Confirmation of program by the entire classification group.
 - (2) Initiation and execution of program.

The Permanent Cottage Period

Then follows the transfer of girls after a classification program has been made. She now has an opportunity to obtain the training and achievement records necessary to earn her parole.

The Parole Period

Preparation for this begins as soon as a girl has entered the institution. Some of the steps leading to this are:

1. Close relationship between the parole officer and service unit for the better understanding of the girl's home environment.
2. Preparation of girl for a better adjustment to home after release.
3. Preparation of home for reception of girl after release.
4. Consultation of guidance worker with the parole officer during the parole period.
5. Encouragement of girl during parole period by letter or visit when practical.

NEW YORK STATE VOCATIONAL INSTITUTION

The Reception-Quarantine Division is in part-time charge of a teacher trained in educational work for problem cases, and the afternoons and evenings are given to various guidance and educational activities, the aim of which is (1) to break down the inmate's distrust, and (2) to acquaint him with the opportunities for advancement while in the institution.

When the boy appears before the Vocational Assignment Committee, he has already had an opportunity to see something of the vocational possibilities of the institution and he is encouraged to express his preference as to trade training assignments, participation in recreational activities, etc., and assignment is made according to the wishes of the boy when this agrees with other findings. The arbitrary allocation of individuals to the maintenance squads is avoided as much as possible, for it is felt that a far better psychological approach to the boy's adjustment is obtained when he is permitted to have a word in his assignment.

In view of the fact that many boys are uncertain as to their vocational ambitions and three weeks in Reception-Quarantine is too short a period to make a decision, provision has been made for reviewing cases at regular periods. By the time the boy has had his first or second review some indication can be given him of the length of time before parole will be considered. The setting of the definite "bit" to be served is avoided; rather the boy is given to understand that adjustment and cooperative effort mean early parole.

The period of reception is also used as a preparation for life in the institution. This is regarded as a most important educational opportunity. So much depends upon a proper attitude toward the program, that every care is given to creating an intelligent understanding both as to his needs and to the agencies for fulfilling them.

At the end of the period a boy has chosen an occupation satisfactory to himself and society with sufficient compensation to enable him to maintain himself and his dependents and he understands the importance of the choice he has made.

Since these objectives cannot be obtained by a single type of program, the curriculum possibilities of the institution include: training for a vocation, related trade theory, related academic work, social studies, music—vocal and instrumental, physical education (gymnasium), health and hygiene, recreational pursuits, athletics, reading, hobbies, dramatics; social—movies, special programs, etc.; religious activities.

Conclusion

The conclusions to this chapter are implicit in all the foregoing text. For emphasis, however, some of the outstanding points are re-stated:

1. Beyond everything, the vocational guidance staff must be highly trained, and all other members of the institutional staff must receive sufficient training in vocational guidance techniques to be fully cognizant of the purposes of guidance and to be sympathetic with its activities. All that may be planned for cooperation and coordination comes to nothing if the staff members are unprepared.

2. Sound job placement upon release is one of the major goals of the guidance program. This can be accomplished only with the thorough going cooperation with parole. Implicit in all guidance is the parallel activity of prison and parole.

3. The entire program of vocational and social training in the institution must grow out of the needs of the prisoners as well as out of the demands of society. Those in charge of the various phases of institutional life must at all times check their procedures with the mass of invaluable information always available in the guidance department. In this sense, the guidance department can be a coordinating agency for all the other beneficent influences brought to bear upon the prisoner. Conversely, the guidance department must orient its own activities in accordance with realities of institutional life.

4. Finally, the entire guidance program must be continually evaluated in terms of results accomplished. These results will appear in the follow-up of released prisoners. To the extent that they are absorbed among the normally good citizens of the community, the guidance program, along with all other institutional activities, will have functioned successfully.

CHAPTER VI**THE PROBLEM OF CURRICULUM DEVELOPMENT¹**

by

Walter M. WallackDirector of Education, Department of Correction
State of New York**Some Basic Considerations in Approaching the Problem**

Education in the correctional institution has one basic purpose: to provide a series of interesting worth-while experiences which will lead to desirable changes in the behavior pattern of the inmate so that while incarcerated he will develop willingness and ability to live satisfactorily in society after release from the institution. By living satisfactorily in society is meant:

1. The adoption, by the individual, of aims which will stimulate actions which contribute to the betterment of society.
2. The development of correct mental and emotional adjustments to the environment both within the institutions and in free society.
3. The acquiring of informations and techniques necessary to deal satisfactorily with the situations the inmate will meet upon being released.

The development of correct mental and emotional adjustments or readjustments and the desire to make good depends very largely upon the discovery, stimulation and maturation of interests, appreciations, aptitudes, and abilities to the end that they may eventuate in desirable action. Mental and emotional adjustments for satisfactory living in free society begin identically with satisfactory living and desirable action within the institution. This is a developmental process, the outcomes of which are not withheld until the inmate leaves the institution. Actually, day to day adjustment while in confinement is a proper requirement for transition from institutional to post-institutional life.

The contribution of the educational process to the mental and emotional adjustment of the inmate of the correctional institution

¹The writer wishes to acknowledge his indebtedness to Dr. Glenn M. Kendall, Mr. Howard L. Briggs, the Wallkill Prison staff, and his co-workers in the State of New York and elsewhere for cooperation of one kind or another in the preparation of this Chapter.

should be limited only by the extent to which adjustment or re-adjustment is dependent upon the necessity for learning something new, relearning or unlearning something. This requires the broadest possible interpretation of the term "education" in the correctional program, and by the same token of the limits, nature, and content of the curriculum. It may be said, then, that the curriculum in the correctional institution consists of all the experiences and materials which are utilized in the learning process, the organization of these into usable patterns, and the methods by which learning is guided. In developing the curriculum, it is necessary to determine what educational purposes are valid, what education can be purposeful, and how the education provided can be motivated for efficient and genuine attainment of outcomes.

It is always necessary to consider for what type of individual the curriculum is to be constructed. In general, in spite of considerable opinion to the contrary, there is no evidence that inmates of correctional institutions are markedly different biologically from the ordinary mass of humanity. It does appear that there are among the inmates of correctional institutions a somewhat disproportionately large number of definitely feeble-minded and psychotic persons, but the intelligence, physical development, and emotional reactions of the prisoner group do not deviate from the normal as much as is commonly believed. However, the prisoner group is under-educated when compared with non-prisoners.² It is also true that inmates' attitudes are on the whole more unsocial or anti-social than is the case with the non-criminal. For example, many inmates have certain antagonisms to school which must be overcome, and certain scholastic and character weaknesses needing correction. But significant differences between inmates and non-criminals seem to be very largely the outcome of mal-development. Such differences are chiefly social in nature. Perhaps it might be said that prisoners are quite deficient in what might be called "social intelligence."

Psychological understanding of the learning process must be expressed in the institutional curriculum. Moreover, there should also be expressed a knowledge of what is commonly called "inmate psychology." Learning as a process is continuous and developmental, whether or not that which is learned be "good" or "bad." The whole individual and all the elements of the environment make

²Wallack, Walter M., Kendall, Glenn M., and Briggs, Howard L., *Education Within Prison Walls*, pp. 103-117, New York, Bureau of Publications, Teacher's College, Columbia University, 1939.

a learning situation. The outcome is a pattern of thought and action which is the integrated result of the inter-play between individual traits and environmental forces. What an individual is today, he was not yesterday, nor will he be tomorrow. Since growth and development can be controlled within certain limits, the psychological problem for the curriculum maker in the institution is to provide experiences and "learning content" which will control the growth and development of individual inmates in terms of their individual limits and needs.

This directs emphasis toward the study of individual inmates. What are the characteristics of Inmate X? What are his personality traits? What are his assets and his liabilities? How may we account for them; that is, Why is he what he is? What environmental forces in combination with inherited traits have tended to develop his socially objectionable conduct? What are his developmental needs? How should his growth be directed or re-directed? What are his limitations? In short, what does he think? Why? How does he act? Why? What may we do about it? Because some or much that the inmate of the correctional institution thinks and does is socially unacceptable, it is evident that a great deal of that which he has learned has been "bad." The task, then, is to combat "bad learnings" with "good learnings."

It has been demonstrated that this can be done, but only when through experience the "good learnings" can be made to appear more valuable and more satisfactory to the inmate than were the "bad learnings." Unfortunately, many prison inmates never had an opportunity to experience the pleasurable effects of what many of us believe to be "good learnings." Herein lies the key to a certain amount of success for the educational process as an element in correctional treatment.

Furthermore, many of the critics of American penal institutions justly complain against the "bad educations" commonly prevalent in many institutions. Crime schools, they are called. Perhaps if there were no hope whatever for the rehabilitation of inmates through education, it would still be worth-while to place a curriculum for constructive education in the penal institution in order to displace the destructive education occurring in unwholesome institutional situations.

So far as "inmate psychology" is concerned, it is practical to attack personal liabilities through capitalizing individual assets.

Moreover, the inmate should be approached in terms of his maturity, present attitudes, and past experiences.

Since education in the correctional institution is largely a social problem, social, economic, and industrial conditions and trends must be constantly and rigorously studied by those responsible for correctional education. They must attempt to know under what kind of social economy the world is operating at the present time, what elements of the social order have been responsible for delinquencies, what changes our social economy seems to be undergoing and what effect these may have upon the inmate. The socio-economic situation vitally affects correctional education in two major respects:

1. The various activities included in the curriculum will be effective to the extent to which they take account of and respond to social and economic conditions and changes. Some curriculum materials valuable ten or twenty years ago are relatively useless now.
2. Delinquency and crime seem most frequently to be the outcome of lack of adjustment between the individual and his environment. Major emphasis in correctional education should be placed upon securing understandings of social and economic forces and problems such as the interdependence of groups and individuals, and the relationship of individuals and government.

Too often education in correctional institutions seems to mean only a few classrooms in which the three R's are taught, whereas, the program should be inclusive enough to embrace all those activities of the institution which aim at changing behavior patterns. Athletics, group work, shop work, the library, institutional maintenance work, and recreation should be considered as parts of the educational program.

Some Guiding Principles

As a result of the experience gained in reorganizing the educational programs in the Department of Correction of New York State, certain principles, in the nature of criteria for curriculum construction, became apparent. They are summarized as follows:

- a. Prison and reformatory education is largely a problem of adult education.
- b. In dealing with inmates the educational task of implanting, fostering, and reconstructing appreciations and attitudes is of as much fundamental importance as training in academic

or vocational skills. Therefore, curriculum construction must begin with a study of inmate educational needs, attitudes, and interests.

- c. Relationships of subject matter to something basic in the inmate's situation in life must be apparent to him. This is equivalent to saying that the materials of the curriculum *must satisfy needs which are felt by the individual* whom we would teach. This is good pedagogy always, but in the education of inmates it is of the utmost importance. Some who have studied the "psychology of inmates" inform us that prisoners are, as a rule, self-centered individuals. Practically, we have seen that it is frequently necessary to drive the small, entering educational wedge through some vital personal interest of the inmate. That interest seems frequently to be his most vulnerable spot. The chief interest of any prisoner is usually the day and period of release on parole. Thus, education should be pointed directly toward this interest.
- d. Instructional materials must be developed so that they lend themselves to the exploratory interests which learners may have, or which they may develop. Beginning with one activity close to the interest of the student, this of itself must lead to other activity. Mere suggestion of further activity is not enough. Many learners in institutional classes seem to have natural inclination for exploration or to develop such inclination as a result of confinement.
- e. Materials are most usable when they are on proper maturity levels of interest and language, but there must be due regard for variations in mentality, educational status, and social background.
- f. Both from the standpoint of interest possibilities and useful purpose, all materials must be of a nature to include highest possible social and economic (or vocational) values.
- g. Materials are most useful when set up in AREAS OF INFORMATION to be organized into projects and then, possibly into study units. Organization of materials should permit maximum self-direction. Moreover, all information included must be strictly up-to-date. In teaching related vocational information greatest success is achieved when such teaching is done in the shops.
- h. So called drill work has its proper place and cannot be avoided. The average learner in a prison wishes to know how to make arithmetic computations accurately and easily. He would rather not be able to name the states which bound another, unless he can do so without error.
- i. Inmates like the authority of the printed word. Good library facilities are essential.
- j. Visual aids, particularly sound-motion pictures, have great usefulness as devices in teaching.

- k. There is room for some lecturing, particularly when done by "personalities" from outside the institution, but "preachy" moralizing always leaves "transgressors" in institutions somewhat cold.
- l. There should be instruction specifically aimed toward adjustment on parole.
- m. The curriculum must be organized around (1) fundamental or tool subjects (academic); (2) vocational training; (3) mental hygiene; (4) personal hygiene and health; (5) social studies; (6) direct attack upon anti-social attitudes; (7) industrial and maintenance work; (8) music and fine arts; (9) handicrafts; (10) physical education; (11) leisure time and recreational activities; (12) special classes for therapeutic purposes.

Effective Curriculum Planning Must be Realistic

Ideally, the scope of a comprehensive program, and therefore the scope of the curriculum, would be limited only by the educational needs of a given group as determined by analysis for the purpose of discovering needs. However, in practice many other limiting factors are encountered, such as, non-effective classification and segregation for training; unfavorable administrative policies; limited, incompetent, or unsympathetic personnel; insufficient funds; inadequate physical facilities; and the like. A test of the leadership ability of educational workers in correctional institutions today is the ingenuity they display in overcoming the obstacles which they face. It seems wise to limit educational activities, and the curriculum, in a given situation to what may be effectively accomplished at a particular time, it being understood that those responsible for the development of educational programs will exert constant pressure against the unwarranted obstacles which limit progress. Therefore, an early step in the development of the institutional curriculum is a survey for the purpose of determining what factors are present to limit the educational program, how to attack and eliminate such factors, and what educational activities may be included most effectively in face of the existing situation. The number of educational activities to be included under the types of education suggested in m foregoing is, of course, limited in the same manner and by the same factors as limit the scope of the curriculum. Moreover, the quality or richness of the curriculum is likewise limited.

The effectiveness of the curriculum in the correctional institution, as well as all other elements in correctional treatment, is especially

dependent upon the effectiveness with which inmates are classified and segregated for education within the institutional system and within the individual institutions.

Staff Training is Essential to Effective Curriculum Development

There should be a series of professional meetings for staff training to provide a basis for the development of the curriculum. Forum discussions may be held weekly or bi-monthly. Courses in modern social and economic problems and their bearing on correctional education should be organized.

Discussion of Modern Social and Economic Problems

It would be interesting and profitable at the beginning of a curriculum development program to have the group test itself on its own attitudes regarding a number of modern problems. Bruner and Linden with the aid of graduate students at Teachers College, Columbia University, have developed a check list of forty modern problems which could be used advantageously. The first of the forty problems is given below:

Problem 1.—Changing Status of the Family

- a. The family should be encouraged and protected as a desirable unit for reproduction, for sexual adjustment, and for proper social development of its members. It should be recognized, however, that changing conditions bring about changes in the form and functions of institutions, and provisions should be made for adapting human life to such changes, even with regard to the form and function of the family.
- b. The family as an institution should be abandoned, because it is outgrown by social changes, and it is a hindrance to further social progress.
- c. Family life should be permitted, but individuals should be encouraged to abandon it as an institution, because it is not instrumental in promoting human progress.
- d. The family, in its traditional form, must be retained inviolable because its maintenance is essential to individual happiness and social welfare. Therefore, all laws should be repealed and all conditions removed which provide for the separation of members of a family.
- e. The family, in its present form, should be retained as the institution legally designated as the unit of reproduction and sexual adjustment. Individuals, however, should have some legal means of escape from extremely unhappy family relationships, provided the best interests of younger or helpless members of the family are considered.

Meetings could profitably be given over to important social, political, and economic problems. These might be selected according to the criteria³ developed by Professor Bruner listed below:

1. The problem should be significant in present day society.
2. The problem chosen should be one whose solution is of moment to most of the population.
3. The problem should be one which can be accurately and realistically developed.
4. The problem should be one which lends itself to the appropriate and natural use of materials in such fields as science, history, geography, government, economics, sociology, and aesthetics.
5. The development of a problem which is apt to excite prejudices and biases should be such that those aspects which do not call forth strong feeling are introduced first.
6. The problem should be one which challenges the interest of learners or one in which their interest can easily be aroused.
7. The problem should be such that it can be understood at the age and intelligence level at which it is presented.
8. The problem should be treated in such a way that trends which hold implications for the future may be brought out and discussed.

It would be well to have a list of problems similar to the following before the curriculum group. This list of topics was used by the Committee on the Collection and Construction of Curriculum Materials and the Society for Curriculum Study.

- | | |
|---|---|
| <p style="text-align: center;">I.
American Life</p> <ol style="list-style-type: none"> 1. The Press and Public Opinion 2. The Nature of Propaganda 3. Commercialized Recreation 4. The American Youth Movement 5. The Changing Church 6. The Changing Status of Women 7. Freedom of Speech 8. Population Changes 9. Assimilating the Immigrant 10. Service Clubs: Rotary, etc. <p style="text-align: center;">II.
Public Welfare</p> <ol style="list-style-type: none"> 11. Socialized Medicine 12. Public Housing 13. The Negro Problem 14. The New Leisure 15. Women in Industry | <ol style="list-style-type: none"> 16. The Changing Family 17. Birth Control 18. Divorce 19. Crime 20. Public Health <p style="text-align: center;">III.
General Economic Problems</p> <ol style="list-style-type: none"> 21. Poverty in a Land of Plenty 22. Corporate Organization of Industry 23. Speculating in Stocks 24. Life in a Power and Machine Age 25. Concentration of Economic Control 26. The Inheritance of Wealth 27. Equitable Distribution of the National Income 28. Production for Profit vs. Production for Use 29. Coal 30. Insurance |
|---|---|

³These criteria have been adapted from an unpublished lecture of Mr. Samuel Everett, Research Associate, Lincoln School, Teachers College, Columbia University, New York City. For a development of their meaning in relation to housing see *Some Suggestions for the Study of Modern Problems—A Bulletin for Teachers*. Revised Edition. (Bureau of Publications, Teachers College.)

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|---|---|
| <p style="text-align: center;">IV.
Economic Reconstruction</p> <ol style="list-style-type: none"> 31. The Relief of the Farmer 32. The Public Works Program 33. Tennessee Valley Project 34. Reciprocal Tariffs <p style="text-align: center;">V.
The Consumer</p> <ol style="list-style-type: none"> 35. Consumers' Cooperatives 36. Installment Buying <p style="text-align: center;">VI.
Money and Banking</p> <ol style="list-style-type: none"> 37. Money (U. S. Policy) 38. New Banking Act <p style="text-align: center;">VII.
Power, Light, Communication and Transportation</p> <ol style="list-style-type: none"> 39. Public Ownership of Public Utilities 40. Railroads and Transportation 41. Water Power 42. Transportation 43. Public Utilities 44. Public Ownership of Railroads 45. The Control of our Oil Resources 46. Aviation 47. Communication <p style="text-align: center;">VIII.
Labor</p> <ol style="list-style-type: none"> 48. Organized Labor | <ol style="list-style-type: none"> 49. The Child Labor Amendment 50. Unemployment Insurance 51. The American Standard of Living 52. Codes of Fair Competition <p style="text-align: center;">XI.
General Political Problems</p> <ol style="list-style-type: none"> 53. Democracy 54. Socialism 55. Communism 56. A Strong Third Party 57. The Modernization of the Constitution 58. Improvement of Civil Service 59. Business and Government <p style="text-align: center;">X.
National Political Problems</p> <ol style="list-style-type: none"> 60. The Supreme Court 61. Influence of Business on Government <p style="text-align: center;">XI.
State and Local Political Problems</p> <ol style="list-style-type: none"> 62. State and National Aid for Schools 63. The Courts 64. Public Education 65. Regional Planning 66. Disarmament 67. The World Court 68. Fascism 69. Latin American Relations |
|---|---|

Some discussion should center around the problems of maladjustments in vocations and the possibilities of change caused by technology in the field of vocations. The chief aim of discussions should be to give the instructors awareness of the changing social and economic scene and possibly to stimulate them to read more about such problems than they do at the present time. An up-to-date reading list on contemporary problems may be developed by the staff group. However, many lists of this kind have been prepared by study groups in universities and may be obtained.

Discussion of Educational Theories

Although the educational implications of social and economic problems discussed would be brought out as far as possible, the group should devote five to ten meetings to a discussion of educational theories. The different points of view are shown fairly well in the lists of books and magazine articles contained in a "Tentative List of Approaches" which has been devel-

oped by Dr. Bruner's students. This list is compiled under the following sub-heads: General References on Basic Philosophies: sociology, economics, and psychology; Approaches to curriculum construction which have been used: (a) child experience approach (which would need interpretation for adult groups, but is illustrative), (b) creative values approach, (c) frontier thinkers approach, (d) socio-economic approach, (e) social values approach, (f) social statistics approach, (g) educational shortages approach, (h) emotionalized attitudes approach, (i) adult needs approach, (j) activity analysis approach, (k) objectives approach, (l) scientific approach, (m) present practice approach.

At least two meetings should be devoted to a discussion of modern psychologies and the effect their application would have upon some of the work now going on in prisons.

Because group discussions are of such great importance not only in curriculum work, but as well in the whole development of educational reorganization in institutions, they should be carefully planned. It is characteristic that in a comparatively new field such as correctional education there are many controversial questions. There is a tendency for the deliberations of institutional groups to take on the nature of debating societies, or to wander aimlessly toward the irrelevant. Discussions should culminate in tangible output. Leaders of groups should study references like the following and then put on paper a course of procedure:

Auble, Paul W. The Panel Discussion Method in High School. Quarterly Journal of Speech. November, 1933.

Clarke, Edwin L. The Art of Straight Thinking. Appleton, 1929.

Courtis, S. A. Cooperation in Thinking. Progressive Education. February, 1933.

Elliot, Harrison S. The Why and How of Group Discussion. Discussion. Association Press, 1923.

Elliot, Harrison S. The Process of Group Thinking. Associated Press, 1930.

Fansler, F. Discussion Methods for Adult Education. American Association for Adult Education, 1934.

Follett, M. P. Creative Experience. Longmans, Green, 1924.

Lindeman, Eduard C. Social Discovery. Republic Publishing Company, 1925.

Sheffield, Alfred D. Creative Discussion. Association Press (347 Madison Avenue, New York City), 1931.

Walser, Frank. The Art of Conference. Harper and Bros., 1933.

Walser, Frank. Conference Method. Harper and Bros., 1934.

Enlisting the Cooperation of Guards

In the developing New York program recognition is given the fact that guards may participate valuably, particularly in certain guidance functions, in an informal, but no less important way. Guards, generally, have more and closer contact with the inmates than other staff members. The guard usually has a better opportunity than any one else to "get next" to the inmate under his charge. If the guard is to take best advantage of his opportunities he will have to be trained for that purpose. It is, therefore, important that these contacts result favorably for the training program. Moreover, guard activities must be co-ordinated with all procedures.

Dr. Glenn M. Kendall has worked out one unique approach to training the guard for cooperation with the educational program. Experimentation with such a plan was carried on at Wallkill Prison and the New York State Vocational Institution at West Coxsackie under Dr. Kendall's direction. An outline of the plan follows:

I. *Introduction*

- A. The possibilities of Conversation.
 1. The importance of chance or apparently insignificant statements.
- B. How the guard can function in the program.
 1. Observing and reporting the attitudes, interests, abilities and aptitudes of inmates.
 2. Discussing changes taking place in the outside world.
 3. Giving information about new activities in the prison.
 4. Stimulating new interests and ideas.

II. *Preliminary Study of Inmates' Interests and Activities*

- A. Report just what activities inmates engage in during their free time.
- B. Report what inmates talk about.
- C. Assist in organizing the interests and attitudes of men on the basis of A and B above.
- D. Study individual inmates to know their interests so that new ideas or activities may be brought to them.

III. *Preparing for Conversation with a Purpose*

- A. Set up definite objectives.
- B. The guard should get a good background on the main points of the subject to be discussed.

C. Find vehicles to introduce and carry out objectives.

1. Explain exhibits provided.
2. Compile a list of likely topics for discussion.
3. Find illustrations of and ways for illustrating topics.
4. Select practical, interesting current events and incidents.

IV. *Methods of Carrying on Conversations with a Purpose*

A. Opening techniques to be used in starting the conversation.

1. Make provocative comments, also ask questions to stimulate interest and thought.
2. Be concrete in applying any method used.
3. Start with a specific incident, a particular picture, clippings, object, and the like.
4. Begin conversation with one or two or three individuals, rather than with a group.

B. Steering the trend of talk into objective channels.

1. Use direction and tact in selecting and ignoring leads.
2. Prevent trivialities from consuming the time and attention of participants in order that it will not degenerate into a "You're a goddam liar" fest.
3. Steer the talk toward some definite conclusions. It may be necessary to arrive at tentative conclusions first.
4. Inject questions so that vital points will be considered.
5. If interest lags, don't try to force continuance of talk—switch to something else or "lay off" for awhile, or move to new "projects".
6. Draw comments from all men in the group if possible.

V. *Ways of Making Talk Result in Action.*

1. When interest appears, suggest things to do or to read so that ideas will be carried further, investigated, or turned into activity.
2. Pick up interest and suggest to a man or challenge him to find out facts or further information to report to the group tomorrow. This will shift initiative to the inmate.
3. Guide individuals or groups with like interests into more organized discussion groups or activity groups, classes, etc. This will tend to crystallize the project.

VI. *Using the "Cycle" Technique.*

1. Vary the topics, do not hammer a particular one time after time until it becomes monotonous.
2. Arrange a tentative schedule of topics using a certain topic one day, another the next, etc., and then returning to the first topic with a different approach after a week or a month.

VII. *Some Basic Principles, for the Guard in Conversation.*

1. Handle the rudder, but let men do most of the paddling.
2. The guard must keep his activities informal and natural.
3. The guard should be inspiring without perspiring.
4. The guard should be sure to make the approach to a topic interesting.
5. The guard should guide and avoid "telling" or "preaching."

Chart I illustrates further how a project of this type may be carried out. This particular plan was used with a group in one of the cell-blocks. The group met in the cell-block recreation room after supper.

While institutional staff training is necessary for many reasons, it is particularly essential if educational programs in institutions are to operate most advantageously. The State of New York has launched an extensive program for the training of guards. This program is described in detail in the writers' book, *The Training of Prison Guards in the State of New York*⁴. The interested reader may refer to this volume for a discussion of the curriculum of the program and its development. The syllabus of the ten basic courses may also be found there. A brief description of each of these courses is given in Chapter VIII of this Year Book.

Discussion of Crime and Correctional Institutions

The entire institutional staff should think through as objectively as possible the causes of crime, the function of correctional institutions, the major objectives of each phase of the institutional program, and conclusions should be drawn as to what changes should be made in the program of the institution in the light of the study made by the group. The educational staff should concentrate

⁴Published by the Bureau of Publications, Teachers College, Columbia University New York, N. Y., 1938.

CHART I
SUGGESTED GUARD ACTIVITIES TO STIMULATE AND GUIDE DESIRABLE INMATE INTEREST

SUBJECTS	TECHNIQUES, DEVICES, PROCEDURES	MATERIALS to be used by guards to be taken to cell block	APPRECIATIONS, ATTITUDES AND INTERESTS TO BE ACQUIRED	SKILLS, KNOWLEDGES, TO BE ACQUIRED
Sports	1. Always get talk started informally and preferably with concrete picture of incident	(1) (2) Books, magazines, and newspapers on sports	1. Good sportsmanship	1. Ability to express self clearly
Trades—work	2. Have basic phases of topic well in mind	(2) Cautions	2. Consideration for others' point of view	2. Ability to distinguish between fact and opinion
Current events	3. Guide conversation so that vital points are considered	(1) Puzzles	3. Takes time and work to develop athletes and other worthwhile results	3. Keeping up with the trends in life outside
New inventions	4. Always guide conversation so that real conclusions eventuate	(1) Books on conversation discussion	4. Interdependence of people in present-day life	4. Effect of changes in society on individuals
Politics	5. Maintain attitude that you are simply bringing things you think they are interested in	(1) (2) Biographies and autobiographies	5. Good of group, necessary for good of individual	5. Changes in their trades and related fields
New policies of the institution	6. If interest lags don't force continuance, —change subject or move to new group	(1) (2) Puzzles	6. Possible new hobbies	6. Ability to see important as distinguished from unimportant
New book	7. Guide individuals and groups who evidence special interests into more systematic study or hobbies. Be ready with story	(1) (2) Travel books	7. Realization that people do sacrifice for others, and work for human betterment	7. Knowledge about things and people
Picture show	8. Know individual men so you can bring them new ideas or activities related to their interests	(1) Pamphlets on politics, etc.		8. Ability to relate cause and to see relationships
Foreign customs	9. Select positive, cheerful, forward-moving current events and incidents	(1) (2) Advertising material		9. New words and ideas
Famous people today and yesterday	10. Be inspiring without perspiring	(2) Catalogs		
Adventure incidents	11. Get conversation going with one or two. Don't try to collect a group first.			
Brain twisters	12. Guide—Don't tell or preach			
Radio appreciations	13. Try to draw comments from as many as possible			
	14. Suggest activities, things to do or read to carry up the idea further			
	15. Pick up any new good interest and suggest man find out for tomorrow night			
	16. Bring clippings and get group around reading and discussing them.			
	17. Bring pictures, and put them up on bulletin board			

primarily upon the objectives of the educational program in the light of the known facts and best thoughts in the correctional field.

By this time, fairly definite outlines of what should be included in the educational program should begin to emerge. Studies of various characteristics of the inmate group should be undertaken by staff members or committees, as well as surveys of the educational possibilities of all phases of the institutional program. Out of all this should come: (1) a statement of the major objectives of the institution; (2) a statement of the objectives of the educational program within the institution; (3) criteria or principles for selecting activities and teaching materials and methods; (4) an outline of what should be included in the educational program. One of the best illustrations of such an institutional platform may be found in the Credo of the Board of Visitors of Westfield State Farm. This document outlines in clear concise terms the functions of the institution, what its problems are, and what its program should be.

Such a program of study and discussion as that described thus far in this chapter is basic in the development of a sound correctional education program. Out of it can come far reaching effects and changes in the entire outlook and procedure of the institution. Such a program may well require a year or more to complete. Having laid a sound foundation, the work of organizing or re-organizing courses of study and selecting teaching materials can be undertaken with the assurance that a significant and realistic educational program will result.

Organization for Curriculum Development

The responsibility for developing a curriculum rests squarely upon the educational personnel of each institution. Curriculums, courses of study, and teaching materials usually cannot be transferred in toto from one institution to another because a curriculum must take into account the peculiar needs of a group of inmates in a particular institution, the locality of the institution, its administrative organization and policies, its physical facilities, its personnel and other individual peculiarities. Furthermore, public school or state curriculums are usually unsuitable without considerable modification.

The development of a curriculum is not a one-man job. Since the curriculum should offer opportunities to every inmate and should utilize all elements of the institutional program, it follows that the

entire personnel or representatives of each type of personnel should participate in the development of the curriculum. In institutions where the administration desires a good educational program and where other institutional factors are favorable, a comprehensive committee system has proved the most effective method of formulating the educational activities and materials. Chart II shows the organization at Walkkill Prison for curriculum revision during the experimental project sponsored by the Engelhardt Commission.

Several features of this plan should be noted: the warden participated by acting as chairman of the staff planning committee which approved all plans and materials produced by all committees after revision by the educational planning committee; the educational planning committee guided the work of all sub-committees by setting up a guide sheet for each committee (see illustrative outlines below) outlining objectives, problems and difficulties, and possible solutions; and by reviewing the plans and materials submitted by each committee; committee meetings were scheduled for definite times and places; guards, physicians, and other types of personnel served on committees along with teachers and instructors.

Guide Outline For Committee Number Two

(Used in the Curriculum Revision Program at Walkkill Prison)

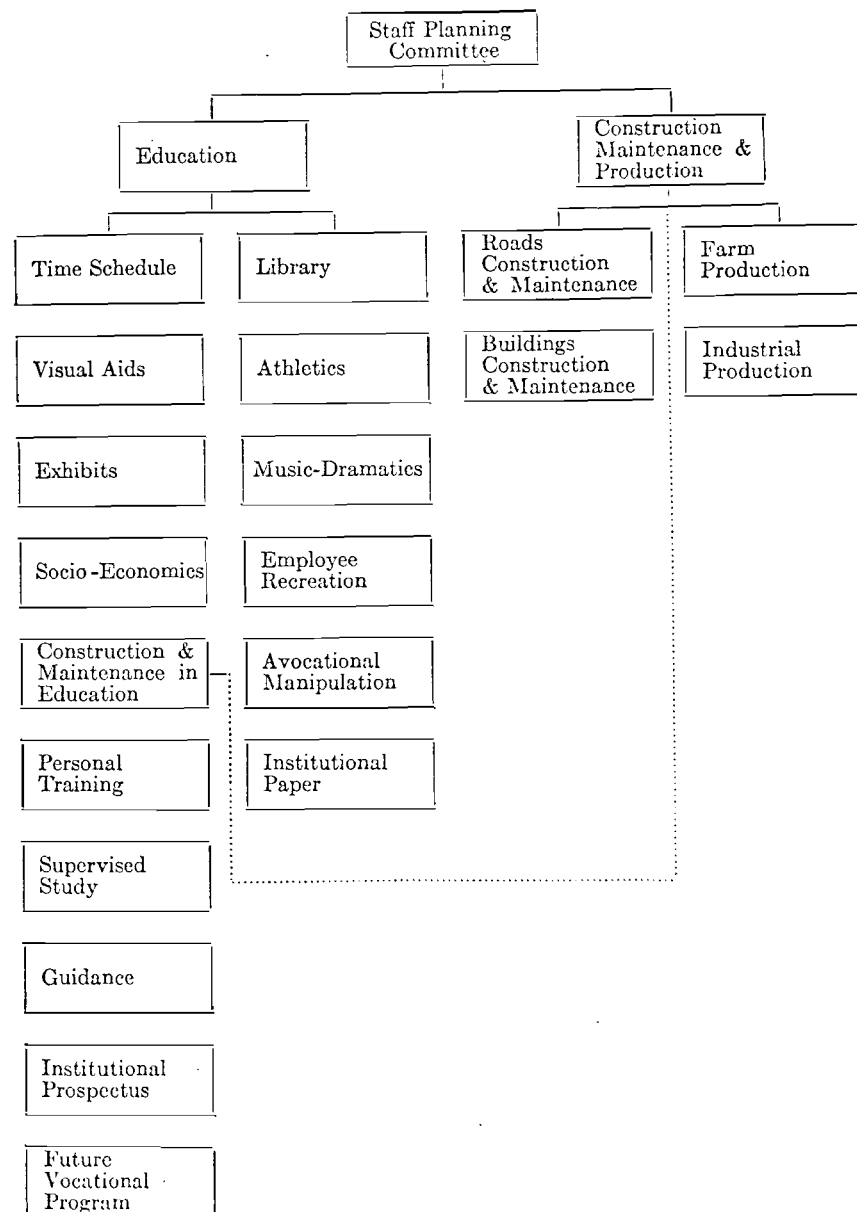
Objective of this Committee: To determine the desirability of and the conditions under which socio-economic materials should be included in the educational program.

Contributing to Decision II B of Major Committee I A: Development of understandings about and attitudes toward economic problems and social living.

I. Possible Ways of Including Socio-Economic Materials.

- A. All such materials included in related shop units.
- B. All such materials taught in separate classes.
- C. Part taught in shop units and part in separate classes.
- D. Work of most of the "academic" classes based upon such material.
- E. Begin with a selected group of inmates interested in such material and of the type who might be expected to gain most from it.
 1. If workable with such a group, try out with a cross section of the population who can be interested in such material.
 2. Try out sections of such material in the regular "academic" classes.
- F. Other possible procedures.

CHART II
CURRICULUM DEVELOPMENT COMMITTEE ORGANIZATION
WALKKILL PRISON



II. Difficulties Which May Arise if the Various Plans Under I are Utilized.

- A. Presents too wide a field to expect a shop instructor to cover; shop instructors not familiar with ways of presenting such material.
- B. Difficulty of correlating socio-economic material closely with other activities such as shop work; danger of work becoming too academic.
- C. Possibility of duplication and omission, lack of coordination.
- D. Possibility of omitting certain "school" skills; teachers not familiar with techniques.
- E. Heavy responsibility put upon single teacher and group.
- F. Other possible difficulties.

III. Advantages of Each of the Plans Presented Under I.

- A. Socio-economic materials would have more vitality if presented directly with the shop activities.
- B. More material could be covered and more intensive work in these fields could be done; there would be more effort and attention of the teacher given to developing and guiding such activities with students.
- C. A division could be made, placing more general trends and ideas in separate classes which would apply to industry and social living as a whole; and specific trends and conditions in each separate trade would then be treated as a related shop unit.
- D. Would add vitality to these classes; would provide a medium for teaching more "school" skills than can be done directly; might be possible to get more men to take "academic" classes if they knew topics of interest would be considered.
- E. Would provide a favorable group upon which to try out the material, making success more probable.
- F. Other possible advantages.

Guide Outline for Committee Number Three

(Used in the Curriculum Revision Program at Wallkill Prison)

Objective of this Committee: To determine the desirability of, and the procedure for, the teaching of related vocational subjects by shop teachers.

Contributing to Decision II E of Major Committee I A.

I. Possible Procedures for Teaching Related Subject Material.

- A. A definite time allotment of each instruction period to be established for the teaching of related subject material, through demonstration and discussion methods.
- B. A section of each shop to be equipped with chairs and benches for the teaching of related subject material.

- C. A comprehensive library of reference materials to be accumulated covering trade materials and processes.
- D. Additional visual aid materials to be utilized including charts, models, strip film, motion pictures, etc.
- E. Additional instruction sheets on related trade information to be compiled.

II. Difficulties.

- A. The production requirements of the shops interfere with group instruction.
- B. Not all of the shop personnel are trained to teach.
- C. A considerable portion of the trades work is carried on outside of the building.
- D. There is an insufficient staff to carry on adequately both production and instruction.
- E. Other difficulties.

III. Advantages.

- A. No teacher can have the trade experience to teach the related work covering the variety of trades offered.
- B. Each trade instructor is better equipped to teach the work of his own trade.
- C. English, drafting, and similar subjects may be taught effectively in separate classes.
- D. Unless definite periods are assigned to related subjects, instruction in these subjects is prone to be greatly neglected.
- E. Modern technological developments in industry demand that men be trained to adapt themselves to rapid changes in methods and processes. This requires an underlying knowledge of the "why" as well as the "how" of the industry.
- F. Related work taught in the shop may be more closely related to the shop jobs in progress.

IV. Possible Subject Material for Related Subjects Classes.

- A. Materials of the trade.
- B. Processes of the trade.
- C. Recent developments and trends of the trade.
- D. Physical working conditions of the trade.
- E. Relationships existing between Capital and Labor in the trade.
- F. Responsibilities of and relationships between the worker, the foreman, the superintendent and the employer.
- G. Specific phases of shop sketching and blue-print reading of each particular trade.
- H. Trade estimating.
 - I. Simple cost accounting.
 - J. Trade contracting.
- K. Trade Science.
- L. Other Suggested Related Subjects.

While such a plan if given vigorous leadership will produce excellent results in curriculum revision, perhaps the most important result is the development of insight and professional growth on the part of the institution staff.

A similar plan was used at the New York State Vocational Institution at West Coxsackie, N. Y. The following committees met regularly, set up objectives, and planned courses of study in the respective fields: practical English, fundamental and trade mathematics, social science, drafting and shop drawing, trade science, health and recreation, elementary education.

Such ambitious curriculum development projects may, undoubtedly, be impossible in many institutions. What can be done in a prison where there is a single civilian in charge of the educational program who must carry on with no assistance except that which inmates can give? Such a situation is far from hopeless if the educational director has imagination and energy. Oklahoma State Penitentiary produced a very commendable Manual and Course of Study on Prison Education in 1937. The entire book was prepared by inmates under the leadership of Chaplain A. R. Garrett, who was also Director of Education.

Sing Sing Prison is now in the process of revising the curriculum. The staff consists of the Director of Education and three civilian teachers and twenty inmate teachers. One civilian teacher is responsible for supervising the revision of the curriculum. A syllabus is being developed which sets forth in some detail the information, attitudes, concepts, and skills to be taught. Regular weekly meetings of inmate teachers are utilized to assist in the development and to discuss new materials and methods tried out.

It is important that the educational staff, be it one man or one hundred, accept responsibility for developing a curriculum which is based on sound objectives, which include only problems and materials with real social significance, and which is based on inmate needs and interests.

The Selection and Organization of Teaching Materials

After the procedures indicated have been well begun the group will be better able to talk about the preparation of curriculum materials for the different classes in the institution. Probably from four to ten meetings should be devoted to discussing the preparation of curriculum materials and the kinds of adaptations

needed in institutional classes. During these discussions, the groups should have before them sample materials, such as:

- (1) units from different cities in the country—(a) Houston, Texas, where single mimeographed units can be secured at very reasonable prices, (b) Fort Worth, Texas, where numbers of units are contained in recently published bulletins, and (c) South Dakota State Department of Education.
- (2) units from other correctional institutions, notably those of the Federal Bureau of Prisons, New York State and City, Wisconsin, Minnesota and Connecticut.

A supplementary list of Judged Outstanding Courses of Study which would be very useful in the selection of units may be obtained from Dr. Herbert Bruner, Teachers College, Columbia University. Ordinarily, adaptations will have to be made of any existing materials since very little is available in institutions. While thousands of teaching units have been prepared in the New York State Department of Correction it is impractical at this time to distribute them to other institutions. In the socio-economics field, Dr. Glenn M. Kendall's book, "The Organization and Teaching of Social and Economic Studies in Correctional Institutions" will be very valuable.

Perhaps the most important conclusion which may be drawn from recent experience in reorganizing and developing curriculums in correctional institutions is that educational activities should be selected because of their importance in assisting inmates to solve personal, social, and economic problems better. No subject, or subject-matter is "sacred." That is, we teach English, arithmetic or plumbing not because they are required in public school courses or because they have long been taught, but because we have pretty definite evidence that such activities can contribute to the improvement of the individual inmate. Decisions must also be made as to **what** English, **what** arithmetic, and **what** plumbing shall be taught. These decisions should be made only after fairly definite evidence is available that the information and skills are usable and are more important than something else. Examination of courses being taught in correctional institutions reveal much questionable material such as outmoded or unimportant grammar, arithmetic,

and vocational information and skills. Dr. Kendall⁶ has suggested the following areas which might guide the selection of activities and materials:

- A. As a worker.
 1. Problems common to all workers.
 2. Problems involved in specific vocations and occupations.
 3. Problems peculiar to the released inmate.
- B. As a member or head of a family.
 1. Problems involved in family relationship.
 2. Problems involved in spending and saving.
- C. As a member of other social groups.
 1. Problems involving crime and its consequences.
 2. Problems involved in getting along with others.
 3. Problems involved in social and economic arrangements.
 4. Problems involved in securing good government.
 5. Problems involved in education and religion.
- D. As a user of leisure time.
 1. Problems involved in proper use of leisure.
- E. As a member of a developing society.
 1. Problems involved in change.
 2. Problems involved in national and international development.
- F. As a developing human being.
 1. Problems involved in personality development.
 2. Problems involved in getting along with others.
 3. Problems involved in achieving and maintaining health.

The necessity of setting up clear objectives, studying inmates and the institution, training the staff, organizing for curriculum development, and selecting areas for development has been emphasized above. A next step should be the development of courses of study in each subject or activity. The form these should take will vary with institutional conditions. The Course of Study in Social Science recently completed in the New York State Vocational Institution is organized around fifteen problems or units. This Course of Study is for the teacher's use and indicates inmate attitudes which will probably be encountered, desired outcomes, suggested problems and activities for class use. Day to day lesson planning is left to the teacher. This is an excellent procedure where well-trained civilian teachers are in charge of classes as is the case at the New York State Vocational Institution. At Sing

⁶Kendall, Glenn M., *The Organization and Teaching of Social and Economic Studies in Correctional Institutions*, Bureau of Publications, Teachers College, Columbia University, New York, 1939. pp. 50, 51.

Sing where practically all teaching is done by inmates, a syllabus is used which gives in detail the material to be taught each week to each class group; methods of teaching each lesson are also suggested. For specific suggestions on the preparation of a course of study the reader is referred to such books as Caswell and Campbell's⁶ *Curriculum Development* and Dr. Kendall's book referred to above.

While teaching materials for classroom use may be organized in different ways depending upon the type of class and subject matter, the problem or unit type of organization is proving most advantageous in a majority of situations. A recent publication of the National Education Association⁷ states

"there is controversy over the various ways of organizing subject matter, but underlying the proposals for organization in units or topics or around problems is the hope of arranging materials in 'related wholes.' The organization of materials on a meaningful rather than on an encyclopedic basis seems abundantly warranted by psychological evidence. There is some evidence in studies and comparisons of classroom practice of the superiority of a unit organization which focuses content on unit ideas and which adjusts the length and scope of a unit to the maturity of pupils. Certain it is that the teacher should try to present materials to pupils in a relationship or organization which throws the spotlight of attention on the understanding or interpretation which is to be taught. The psychological importance of organizing materials and experiences into units and patterns cannot be over emphasized."

Experience in New York State and other correctional institutions bears out the validity of the superiority of the unit type of organization of teaching materials. Such a procedure has the advantages of providing for individual progress and differences while at the same time focusing the attention of a class or group on a common problem.

The staffs of institutions could quite profitably spend two years in orientation work although certain try outs of materials should be carried on simultaneously. After materials have been prepared, they should be tried out in a variety of situations. Records and evaluations of results should be made as carefully as possible. Many of the needed adaptations would come, of course, during the try outs.

⁶Caswell, H. L., and Campbell, Doak, *Curriculum Development*, American Book Company, New York, 1935, 159 pp.

⁷Joint Year Book Committees American Educational Research Association and the Department of Classroom Teachers, *The Implication of Research for the Classroom Teacher*, p. 183, National Education Association, Washington, D. C., 1939.

Vocational Curriculum Construction

The suggestions made throughout this chapter apply to all phases of correctional education, that is, social, vocational, and so called academic education, special types of education, arts and crafts, and so on. However, it was thought advisable to place major emphasis on social education in the discussion here for two reasons: first, in modern programs of correctional education, the principle is becoming well established that all activities in the program must contribute to the social competence of the individual inmate if the program is to be most effective; and second, curriculum development procedures in vocational education are more clearly defined and understood because vocational education is concerned with the skills and information relating to specific trades. An excellent practical discussion of vocational curriculum construction procedures and teaching methods may be found in Brigg's *Handbook of Methods for Vocational Teachers*.⁸ In this Handbook the author sums up vocational curriculum construction as developed in the New York State correctional institutions as follows:

1. The development of a "Handbook of Methods for Vocational Teachers," outlining curriculum construction and teaching techniques.
2. The development of a central office reference file of worthwhile vocational instructional materials.
3. The organization of vocational teacher training groups.
4. The holding of individual supervisory conferences with each teacher on methods and procedures.
5. The organization of trade analysis committees of shop and related subjects teachers.
6. The development of standard trade analysis, instruction sheet lesson plan, progress record and other forms.
7. The constant exchange of instructional materials between institutions.
8. The holding of group meetings of the instructional personnel at the time of the State Vocational Association meetings with the objective of exchanging experiences and demonstrating successful teaching practices.

In Conclusion

It has been the purpose in this Chapter to present the general principles and basic procedures of a thorough-going curriculum revision program. Perhaps, as described, the projects may appear

⁸Briggs, Howard L., *Handbook of Methods for Vocational Teachers*, mimeographed, 59 pp., Department of Correction, Albany, N. Y., 1938.

inordinately large and ambitious to many institutional directors of education. It may be impossible for all institutions to carry on each phase of the curriculum development program as herein described. Moreover, every institution may not find it possible to include all members of the personnel in a curriculum revision program. "It can't be done" has been the slogan of correctional institutions for decades. But no sooner does someone make that remark concerning a new proposal than some other institution will be found doing it. That the curriculum development procedure described here can be carried on is being demonstrated in several institutions. Any institution can carry through a curriculum revision program even though it be less comprehensive than that outlined in this chapter.

The history of correctional institutions indicates that they have a strong tendency to fall into well worn grooves of traditional and routine procedure. The educational program in correctional institutions is no exception to this tendency. It may be a comfortable feeling to some correctional educators to feel that they have classes and courses of study whose content and procedures are finally fixed. However, there is no surer road to the loss of the spirit and vitality of education than the adoption of such an attitude. There is no better way to combat such an attitude than a continuous program of curriculum development.

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CHAPTER VII

METHODS AND PROCEDURES
IN THE EDUCATION OF ILLITERATE AND
NEAR-ILLITERATE PRISONERS

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The adaptation of modern educational methods and procedures to institutional situations involves at least three important problems: individualized instruction; the existence of a wide range of ability, experience and interest which characterizes any institutional population; and the necessity for sufficient flexibility to provide for a constantly changing student personnel. Education in correctional and penal institutions does not imply the use of any unique educational methods or the exclusive use of one or more of the familiar techniques or procedures. In fact, the contrary is true. Any educational method, from the tutorial to the correspondence course, from the lecture to the project method, is acceptable in a correctional institution if it contributes to the personal development of the inmate or to the life of the institution. It is equally true, however, that because a penal institution is unlike any other educational situation, every possible educational method must be adapted for use.

Since space limitations do not permit a comprehensive treatment of the entire field of method and procedure as they relate to correctional education, the contents of this chapter have been devoted entirely to a discussion of the adaptation of methods and of organizational procedures to the problem of the illiterate and borderline illiterate groups in a penal institution. The purpose of this presentation is to suggest the possibilities of at least one method of approach to the problem presented by this particular group of inmates. The plan of organization is based upon the results of several years of experimentation in educational methods and procedures conducted in the Federal reformatories and penitentiaries.

Selection and Placement

Definition of Illiteracy

The problem of adult illiteracy in a correctional institution has considerable importance both from the point of view of its broad social significance, as well as from the point of view of individual rehabilitation.

In a prison or reformatory school for adult illiterates and near-illiterates, selection of suitable inmates as pupils will depend upon the concept or definition of illiteracy. There are several definitions in common use, most of which are vulnerable to criticism because of a lack of objectivity. In the Federal prisons and reformatories a very simple objective definition has been adopted. Men are considered to be illiterate if they score less than 12 points on an average of the five forms of the New Stanford Achievement Test, Primary Examination; near illiterate if they score between 60 and 65. This will correspond to an educational age of 6 years 4 months for the illiterate; and between 10 years 8 months and 11 years 1 month for the near illiterate. In terms of school accomplishment these scores will correspond to less than first grade and fifth grade respectively.

The Interview

In addition to the school achievement test results, it is imperative that the inmate be interviewed. At the time of the interview other objective measures should be available. The chronological age will be accurately determined and verified, the result of the physical examination obtained, and a good mental test score should be at hand. During the interview, every effort should be made to secure rapport with the inmate. It is advisable to obtain this information by oral interview, rather than a paper and pencil questionnaire method, but the results will be recorded on a prepared form by the examiner to secure uniformity of results. In actual practice the amount of schooling claimed by the men will be substantially correct, but this should be verified by the social service agency. It is also necessary to question the man carefully concerning the last grade completed, the kind of school, whether rural, ungraded, village, town, consolidated, city or parochial. A statement of the number of years of school attendance, whether continuous or irregular, an impression of whether he liked school and succeeded in it, his failures, whether he repeated any grades, his age at quit-

ting school and the reason for the severance from school should be secured. While obtaining this information, it is possible for a skillful interviewer to form a fair estimate of the man's interest in school and his will to learn. When the operation of interviewing men has been sufficiently mechanized, it is possible to reduce the time of the average interview to about ten minutes.

Guidance Summary

A summary or recapitulation of the essential findings will be desirable. This should take the form of a terse summary and will bring into bold relief the salient features of what is known about the man and will be invaluable in formulating a tentative educational program for him. Results obtained from the mental test, school achievement test result, and social history, may profitably be compared with the man's own version of his school experience and success. Where a discrepancy exists, efforts will be made to account for the observed difference.

Class Placement

The actual placement of the men in classes can be expedited by using the results of the initial achievement test as a sorting device. An agreement must be reached regarding the make-up of the various classes. For example, shall the classes conform to the conventional school grades for children, shall the number in each group be uniform, and if so, how many men shall be assigned to each class? When these administrative details are determined, it is a simple matter to sort the men into groups by making piles of the test papers or using the face sheets. If these are arranged according to average score and the number in each pile rearranged, any desired distribution may be effected.

The following sample shows the distribution of 88 men into classes of seven groups according to scores made on the achievement test:

Room	Number	S.A.T. Average Score
1	8	0 to 12 inc.
2	10	13 to 23 inc.
3	9	24 to 41 inc.
4	14	42 to 46 inc.
5	16	47 to 51 inc.
6	15	52 to 55 inc.
7	16	56 to 61 inc.

The rooms and the teachers available were the first consideration. It was desired to have homogeneous groups, and to have the smaller number of men in the lower groups. An inspection of the assignment will show that this was done in a reasonably satisfactory manner by means of sorting the scores of the men on the achievement test.

Testing Program

The formal testing program will depend upon a number of factors; objectives and philosophy of the educational program, budget, and methods of instruction used in the school.

It is assumed that an objective measure of mental competency has been determined for each man. In working with illiterate men, or those who are far removed from a school situation, the revised Army Beta, Form O, is considered to be a useful tool which well repays the time and effort expended in administering it.

Experience in several penal institutions over a period of years has shown that the New Stanford Achievement Test is a battery which is very serviceable. It is easily administered to groups of men; it yields scores which are useful for a variety of purposes; it is published in several alternative forms of approximately equal difficulty; it is well known and used in other school surveys.

The use of this instrument as a sorting device has already been mentioned. The periodical application of alternate forms of this test will also be useful for measuring the progress of the man. When no measurable gain is achieved, presumably either the limit of ability has been reached, or other significant factors are operative. The absence of gain is, then, a danger signal, calling for an investigation to discover the cause of this lack of gain, and if possible, the remedy.

The initial test results of the New Stanford Achievement Test are also useful with near-illiterate men as a diagnostic device. For example, a class of men in a homogeneous group, may vary widely in individual abilities. One man may make fairly good scores on all separate parts of the test except spelling; another may be better in arithmetic reasoning than in computation. His particular strengths and weaknesses may then be ascertained and individual treatment initiated to overcome the deficiency. When a man reaches a placement of greater than fourth grade, other diagnostic tests can be used with propriety for individual tool subject disabilities. Any recent textbook on educational measurement will evaluate and give general directions for the use of such aids to instruction.

Between the formal testing periods for the purpose of measuring gains and for re-sorting, it is also necessary to measure progress for instructional purposes. A liberal use of flash cards, both in reading and arithmetic will appeal to many instructors. These may be purchased, or made by the teacher. "The Economy Practice Exercises in Whole Numbers," by Studebaker, published by Scott, Foresman Company, are of great value in diagnosing individual difficulties in the fundamental arithmetic operations and providing a self-checking device. The economy of time involved and the individual character of the material, makes these exercises particularly good for beginning adult illiterates.

Specific subject matter achievement tests may also be useful between the formal testing periods. These tests may be home-made. Indeed, practice in making good achievement tests is invaluable experience to the instructor. He must plan carefully what teaching he proposes to do and he must have established specific aims for the class. Many of the standard textbooks on measurement in teaching will give detailed directions and procedures for constructing objective tests measuring school progress and mastery of subject matter. For those instructors unfamiliar with the technique, Ruch's "The Improvement of the Written Examination" is an excellent introduction to the subject.

If the budget is limited, the application of the Army Beta and the New Stanford Achievement Test will give the basic information desired for classifying and sorting illiterate and near-illiterate men. Progress can be measured by well constructed home-made tests. For a small additional amount of money, the progress of the men can be accurately measured by alternate forms of the Stanford Test.

Extensive diagnostic tests are published in reading and arithmetic. If a more elaborate and precise measurement of results is desired, the Gates Silent Reading Tests, The Gates Primary Reading Test, and the Gates Diagnostic Tests, may be of value in reading. A variety of tests measuring arithmetical skills are also available. For illiterates and near-illiterates such precision of measurement does not justify the time and money expended. It is desirable to have copies of the Ayre's Handwriting Scale and other measures of handwriting proficiency, but these should be used more for a copy than for exactly measuring a man's progress.

Not all desirable gains as a result of attending school will be measured by objective tests. Other factors which assume a promi-

nent place in deciding whether a man should be retained in school are: (1) the will to learn, and (2) attitudes. These are perhaps best measured by a monthly rating report sheet which is checked by the instructor. The traits may be described on a five point basis and checked. The teacher's judgment expressed by his response to the report sheet should be given considerable weight and for administrative purposes may take precedence over the objective measures. The check list and the graphic rating scale have proved useful in school situations. An excellent exposition of this subject is found in Symonds' "Diagnosing Personality and Conduct," Chapter III, Rating Methods.

Organization of Groups and Classroom Organization

The organization plan for an adult illiterate educational program will be controlled by a number of factors that vary with different institutions. Among the most important items to be considered is the number of illiterate inmates for whom an educational program must be provided; second, the number and type of instructors available for such work; and third, the number of classrooms and other facilities that are at the disposal of the school administration.

In considering the most suitable organization plan, it has been found from past experience that the conventional public grade school system or organization is not a satisfactory scheme for conducting an educational program for illiterates. The chief objection to the use of the public grade system is its lack of flexibility to meet the particular needs and factors involved in the program in most penal institutions.

The first step in laying out a suitable organization plan is to determine, if possible, the average school population or teaching load that must be provided for. Such an estimate can usually be obtained from a survey of the educational and psychological testing program. These figures will provide a basis for the organization plan. If for example, the illiterate school population is likely to range from say 100 to 175 men and there are a given number of classrooms and available teaching personnel it becomes merely a matter of setting up a sufficient number of groups or sections of men in accordance with the above known factors.

These groups or divisions of men should not be thought of in terms of first grade, second grade, third grade, etc., as commonly classified in public school practice, but rather as groups of men who have a homogeneous educational accomplishment standing. Such grouping or gradation of this illiterate school population is best made

on the basis of selected divisions of the achievement test scores, which are included in the program. The situation used in the foregoing example could be set up in several different groups which would fit in with the particular institution program. The following two set-ups for the organization of an illiterate program illustrate the flexibility of this type of organization.

Assuming the teaching load to be 150 inmates with a staff of three civilian teachers augmented by carefully selected inmates and eight class-rooms available, the following schedule could be arranged:

Room 1	S.A.T. Scores	0 to 12
Room 2		13 to 23
Room 3		24 to 41
Room 4		42 to 46
Room 5		47 to 51
Room 6		52 to 55
Room 7		56 to 61
Room 8		62 up

Such a division or grouping as the above would make an average of twenty or less per room, if the men are distributed equally among the various rooms. A second grouping for a situation of 150 men where there are two civilian teachers augmented by inmate teachers with only five classrooms available, can be made on the following basis:

Room 1	S.A.T. Scores	0 to 14
Room 2		15 to 28
Room 3		29 to 42
Room 4		43 to 56
Room 5		57 up

The second scheme of necessity would increase the size of the classes in proportion to the reduction of number of rooms and teachers available for conducting the program.

It will be seen that this sort of a grouping scheme differs radically from the conventional system of public school grades. This scheme permits an expansion or contraction of the sizes of classes and the range of subject material to be covered within the boundaries of each group. At the same time, adjustment can be made to the teaching and classroom facilities at hand. This scheme fits in with the testing program, lends itself readily to the placement of new men in the school and to the easy re-allocation of men. It also facilitates the raising or lowering of the level of ultimate attainment that the school program may cover. In the two plans given above, a fifth grade level on the Stanford scale is arbitrarily selected. This may be raised or lowered at the discretion of the supervisor.

It has been found, as discussed in more detail elsewhere in this chapter, that the extent of the illiterate or near-illiterate program becomes largely an arbitrary matter. Experience has shown that a fifth grade level of attainment as measured by the New Stanford Achievement Test seems to be a suitable upper level of attainment of this particular type of program; however, there is no reason why such work should not extend beyond this particular termination point.

Much is said in educational circles about the individual treatment and individual needs of the learner. The above type of organization scheme permits frequent advancement of the inmate according to his accomplishment. He may be moved from group to group as he makes advancement at periodic intervals. It has been found from practice that this reclassification of the inmate should take place at intervals of one month or not longer than every six weeks. This reclassification of the inmate gives definite attention to his progress or lack of progress and tends to keep groups more homogeneous.

As a part of the organization scheme of operating such a program, the question of the length of the school session and the division of such sessions into periods is one that may well be discussed at this point. One of several plans may be used. Among these different plans there is the full day session in which the inmate remains in school for both forenoon and an afternoon session; a second plan is to have the inmate called in from his work detail for a one or one and one-half hour period some time during the day. Another scheme is to operate such a program as an evening school undertaking, and finally there is the half-day session in which the inmate spends one-half day on a work detail and one-half day in school. Experience in several of the Federal penal institutions indicates quite clearly the desirability of the one-half day sessions in preference to any of the other schemes. In the all-day session it becomes difficult to maintain interest in school work. The shorter period of one hour or one and one-half hour is ineffective and the evening school is objectionable for the same reason since the men are usually apt to make a rest period of the school attendance session rather than being interested and willing to put forth effort.

If the half-day session can be put into operation, it then becomes desirable to divide the time into suitable periods for various types of school activities. On the whole it has been found that the half-day session divided into four periods for various subjects is the most suitable. The number of periods into which the session is divided

should be governed largely by the number of subjects included and the span of interest that is most easily maintained. It should be kept in mind that these illiterate men are not accustomed or trained to maintain long periods of sustained study and interest.

Another question that may arise for consideration in the organization of such a program is the matter of departmentalization or one teacher per group. Experience with this question has led to a belief that departmentalization is not as desirable a plan as the one teacher—one room plan, particularly for the illiterate group. Departmentalization in theory is based largely on the teacher specialization within a given field. This is probably amply justified in higher levels of work, but in this type of educational enterprise the personal influence of the teacher is greater in importance where one teacher remains with one group and has the opportunity of knowing the individual inmate better by closer and longer contact. In some instances, however, where only inmate teachers are available, teacher specialization has been quite satisfactory. A definite program for continuous teacher-training in such a situation is necessary.

The mechanics of this proposed plan of organization are an important part of the undertaking, and should be given careful consideration due to the relationship to, and influence on, the other features of the entire enterprise. The recommendations and plans herein suggested are the result of actual practice in this field rather than expressions of untried theories regarding the most suitable plan of operation.

Instructional Materials

The selection of content material is based on the following principles: First, materials should be purposeful, having direct relationship with the objectives and aims of each of the fundamental subjects for every group in the school; second, materials should be of that degree of difficulty (or better, simplicity) for the particular group in question; third, materials, though on an elementary level, should be adult in nature both in interest and practicality; fourth, materials should be satisfactory in mechanical format. The aims of each of the fundamental subjects, reading, writing, spelling and arithmetic for each group should be definitely stated. For instance, in the lowest group or class the aims or objectives in reading might be as follows: To give the men a sight vocabulary of approximately 100 words or more; to develop a fair degree of fluency in reading

simple material orally; to direct attention to the elements of words both as to sound and letter recognition as the first step in developing accuracy and independence in word recognition; and to stimulate a desire on the part of the men for further reading-learning.

The simplest type of reading materials must be used in the lowest grade group, in which we assume are men of no reading achievement. Many civilian instructors attempt to make their own readers, and while this is laudable, they are apt to overlook some of the requisites for a good reader. There are many textbooks on the market at a reasonable price that can save the instructors' time which they would use in preparing mimeographed or printed copies; this procedure is cheaper in the long run. The material available quite often is childish in content and has little value in interest and practicality, but in the pure mechanics of learning to read, the standard elementary school textbooks will serve in giving the men at least a vocabulary and will teach them recognition of words. The reading material for this group should meet the following standards: Large print, ample spaces between lines, lines 3 or 4 inches in length, paper that is not shiny and is of good texture, well illustrated for interest and breaking the monotony of the full page, and many other factors upon which modern, scientifically made textbooks are based.

Another illustration, showing the selection of content material for arithmetic in the lower groups, may be helpful. The aims in the lowest or beginning room is to learn the numerals and count to 100; to learn how to read dollars and cents, and to do simple problems of one and two digits in addition and subtraction, using zero frequently in a drill as this is one of the greatest difficulties. There are few, if any, suitable texts for arithmetic simple enough in nature for beginning groups. Homemade work sheets or books are most effective. In Federal institutions, problems are put on the board and flashcards and standard test cards are constantly in use. Individual work sheets are devised frequently for those students who can do work in advance of the class as a whole. When lesson sheets are duplicated on ditto or mimeograph machines special care must be taken to see that copies are clear and distinct, and that numbers are not printed too small. The material should be of utmost simplicity and where problems are involved in subtraction and addition they should be of adult interest rather than childish. There is a difference between simplicity and childishness. Easy problems are not necessarily childish problems; this distinction should always be

kept in mind in the elementary schools for adult illiterates. One can as easily ask how much are 5 horses and 4 horses as 5 doggies and 4 doggies. In format, the figures should be fairly large, distinct, with plenty of room for answers. Neatness is always recommended whether it be arithmetic, writing, spelling or whatever one has to do. A workbook of a few lessons is much more desirable than one with many. The latter is wasteful and is apt to distract from the work assigned at a particular time.

In all elementary school work, material used should always be a means to the end, and not the end. They are aids to the teachers and should always be considered only as such.

In the selection of all content material, one must always bear in mind that the entire program should be well articulated. In other words, it must progress from the easiest to more and more difficult levels, from one group to the next higher in achievement. For instance, it is desirable in reading to start with the primer or book one in the lowest section and progress to book four or five in the highest class. While there must be, of necessity, a great deal of repetition, there must be also an increase in difficulty and word structure, length of sentences, complexity of sentences and even subject matter. Modern standardized series of readers take care of this progression in a scientific way. The other subjects will require more effort in preparing for classroom work but they too must be so made that they are progressive. Addition and subtraction in arithmetic are taught in the lower grades, while multiplication and division and perhaps fractions will be taught to the higher groups. Writing can be made to progress from simple formation of the alphabet letters to the most complex composition of letters (home, business, or social) in the upper group. Continuity, integration, orderly progression, and difficulty should always be kept in mind.

Teaching Methods

It is not the purpose to describe in detail the many teaching methods available for the well-informed, trained instructor. Any good text on educational method will provide this information. Most teaching methods, techniques and devices can be used in the teaching of adult illiterates and near-illiterates, although modifications and adaptations are often necessary. Whether the synthetic or analytic, inductive or deductive, question-and-answer or discussion, lecture, or combination of any of these methods should be used, must be determined in terms of the situation. A good teacher

will often employ several techniques in the course of a week. The basic criterion underlying the selection of methods is: Which method will secure the most purposive activity on the part of the student?

A few suggestions of methods that have been employed successfully in prison classes for illiterate and near-illiterate adults will be given. Repetition and drill are necessary in all of the elementary school subjects. Phonetic and vocabulary drill, repetition of words, continuous use of the multiplication table, repeating over and over combinations in arithmetic are of primary importance. Provision for individual differences will necessitate the use of several methods of instruction. Variation in the methods and techniques oftentimes relieves the monotony and presents the same material from a different viewpoint. Short, informal description and narration are preferable to a long drawn-out lecture. The question and answer method can be used to stimulate discussion and to arouse interest. Rules for spelling and grammar are of no great value. Concrete rather than abstract presentation is desirable. Simple explanations are always in order. Constant, but very short, intensive drills from 5 to 10 minutes at a time will accomplish more than intricate, long, drawn-out drills. Take nothing for granted; find out what each student knows by asking him. A man may look intelligent, but that is no guarantee that he is. A well-modulated voice with an occasional inflection is more convincing than a harsh sing-song or loud-speaker tone. If you use the question method, ask the question first, then call on the man. It will avoid embarrassment and will keep all the men attentive to what you are saying if they do not know until you have finished the question who is going to do the reciting. While talking to the class, it is better to stand and face the group.

Certain special methods in the fundamental subjects have proved their worth. In reading, not only does the teacher pronounce the new words but they are also pronounced by the class in unison and individually. Often they are written and printed on the board so that they may be repeated by the class, after the instructor. A diversion that is popular, is to write the words on the board, then erase one of the words and have a student tell the word that was just erased. Have the men do most of the reading. To learn to read, one must read. Occasionally for variety, the teacher may read a story that will arouse interest so that men will want to read more like it or even the one that was read. A table with supplementary readers of various kinds placed in the corner of the class-

room where the men have access to it at any time helps to stimulate curiosity to read books other than the basic texts. Taking the men to the library for special reading periods gives the men an opportunity to get used to the library. The librarian should play an important part in the educational program. Besides showing the near-illiterate the different kinds of books, the librarian can place books which employ a simple vocabulary on a special shelf for school use.

In teaching writing, one may use various methods. In the beginning class, thin second sheets can be placed over the mimeographed writing which one of the better handwriters among the teaching staff has prepared. Standard copy books can be used except that the practice of ovals and meaningless materials should be avoided. The Ayres or Thorndike handwriting scale is a great help in showing the men just how poorly they do write and the chances of improving, by referring to the higher rating specimens on the scale. Writing on the blackboard by the student can be done occasionally but as the men will have little occasion to use a blackboard on the outside, they should write with pencil and paper almost invariably. Pen and ink may be used but it has been found that, especially for the beginners, a pencil is much more satisfactory; most of the writing done by the average adult is done with pencil and paper, so it is desirable to use the thing that the men will use when they are not in school.

In spelling, as well as reading, scientifically determined vocabulary lists will be found extremely useful. Among the scientific studies of vocabularies and word usage, the most outstanding are Thorndike's 2000 word list, Horn's 1500 word list, Gray's 650 word list and Ogden's Basic English list. The chief value of such selected vocabulary or word lists is not that they represent optimum minimum vocabularies to be used as a guide in developing lesson material but they establish a control vocabulary which can be used as a measure of individual progress and as a nucleus from which the student may proceed to further knowledge.

Ear training as well as eye and voice is desirable; in fact, the more senses that can be used in learning any subject, the better chance of information being learned and retained. Visual education should be used as a teachers' aid, as just another method of "putting across" content material. One should be careful in devising educational courses. It should not be considered as a course in itself—it is only one means to an end.

In arithmetic, several devices can be used to relieve the monotony. For instance, in multiplication tables, a clock with the hours marked on it and a number placed in the middle, makes a good game. All the teacher has to do is to point to the hour, and the man reciting will give the product of the number in the middle and the hour. Flash cards are used extensively. Practical problems are enjoyed, if the words are not too difficult. Standard test cards with slots for the answer are used extensively and save the time of the men having to copy down the numbers themselves.

Improving Instruction

Only a few of the teaching methods have been described. Standard texts on teaching methods and technique in general and on the various elementary subjects should be consulted. Such reference books as Freeland's "The Improvement of Teaching," Storm and Smith's "Reading Activities in the Primary Grades," Gates' "The Improvement of Reading," Pitkin's "The Art of Rapid Reading," the Yearbooks of the National Society for the Study of Education, and many others are valuable. Most of the modern educational psychology textbooks have chapters devoted to the elementary school subjects. Reed and others have written books on the same topic. An effective way to instruct in teaching methods is to have a group meeting of the teachers periodically to discuss classroom teaching difficulties and to suggest different methods to use in handling those difficulties. A demonstration lesson, in an actual classroom by an especially proficient teacher, with discussion afterwards is particularly effective. Samples of inmate student work can be shown frequently and discussed by the group. Periodic test results, both on "home-made" and standardized tests, can be commented upon. Subject standardized tests should be given occasionally as a check on results of classroom instruction and to facilitate the diagnosis of individual difficulties. Careful preparation in advance must be made for teachers' meetings and other improvement-of-instruction activities. Discussion outlines are desirable, so that the discussion will be confined to the topic. Teacher training is an important factor in an institutional school, especially where non-professionally trained teachers are used on an extensive scale.

In institutions where inmate teachers are used extensively, it is necessary to have a regular schedule of teachers' meetings for the

purpose of providing organized teacher training. This should be an integral part of the entire program of educational activities. Reliance should be placed primarily on class-room visitation, individual and group conferences, stimulation of experimentation and evaluation of results. In the continuous improvement of its program, the institutional educational department should be guided by a systematic effort to obtain evidence regarding the effectiveness of its instructional materials, methods and procedures.

CHAPTER VIII

EDUCATIONAL LEADERSHIP AND PERSONNEL TRAINING

by

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"In a prison, perhaps to a greater degree than elsewhere, the most important element for success is the human element in its management. The most carefully devised system can be rendered useless or even harmful through careless or unintelligent or uninspired leadership. In a prison, likewise to a considerable extent, the men in the ranks hold the key to the situation. Too long have we permitted inexperienced and unqualified men to fill the positions of guards in our penal institutions."¹

"Be it Resolved, That the American Prison Association endorses the efforts that are being made to bring about a better selection and training of personnel to engage in probation, institution and parole activities; that it views with marked approval the training courses now being conducted and urges the extension of such courses, especially for those employees who are now in service and did not receive training as recruits; that it believes such training is productive not only of broader vision and more effective carrying out of constructive principles, but also of high morale."²

There has been no failure on the part of leaders in the field of penology to point out the need for trained workers in correctional institutions, but it is doubtful if in any field of social or educational work a wider gap has existed than that between permitted practices in penal institutions and the best thought on the part of men of vision employed in or closely associated with the administration of correctional institutions. The general awakening which has taken place in recent years is extending far beyond the confines of the prison and has been the cause for the appointment of such groups as the Lewisohn Commission to Investigate Prison Administration and Construction and the Governor's Commission on Education in Correctional Institutions in the State of New York. As fact finding agencies such groups have contributed much to the meager

¹Bates, Sanford, *Prisons and Beyond*, p. 165, MacMillan & Co., N. Y., 1936.

²Proceedings of the Sixty-Eighth Annual Congress of the American Prison Association, p. 486, New York City, 1938.

fund of information available, and the inspiration and encouragement offered has led many to redouble their efforts for improvement.

The newer conception of how to deal effectively with lawbreakers and the influence of lay committees such as those named, have given rise to vast improvements in the physical construction of prisons, reformatories and other custodial institutions. Old laws have been changed and new laws have been enacted. Noteworthy among the new laws is Section 136 of the Correction Law of New York State which provides for trained leadership in the educational program of correctional institutions in the New York State Department of Correction.³ Thus far the achievements of the Division of Education in the New York State Department of Correction have shown the wisdom of legal provisions for educational leadership. Unfortunately very few states have taken steps along this line.

In the mechanics of apprehending lawbreakers and keeping in custody those who are sentenced to institutions, many improvements are being made, but what we are doing about the minds and attitudes of our charges is another question. Many parolees and released convicts still face the world mentally and emotionally worse off than when they were first imprisoned. The experiences they have undergone have left them embittered and too often determined to get even with somebody who typifies the cause of their troubles rather than prepared to live in a social group. Too often, little effort is made to bring inmates to identify themselves with the wholesome influences which are more or less available within the institutions themselves. For all of our lavish expenditures for walls, steel bars, automatic control devices, hospitals, clinics, shops, and other physical equipment, the inmates themselves are still subjected to the vicious and damning influences of overcrowding, enforced idleness, enforced association with perverts and derelicts, regimentation, insufficient opportunity for bodily cleanliness, little or no recreation, and dozens of other annoyances which defeat rather than favor an effective program.

Such vicious influences can be eliminated only as the states make provisions for adequate housing, and man their staffs with competent trained personnel who proudly regard their work as a profession and their charges as unfortunate human beings who are to live with them for awhile and then return to society, and who consequently must be retrained for better use of liberty.

³For the text of Section 136 see Chapter II of this Yearbook.

Selecting and Training Guards

The federal government⁴ and some states⁵ have set up training programs for institutional personnel, including training for both recruits and employees. Such programs have usually been confined to the training of guards. Bates describes the establishment in 1930 of the Federal Bureau School for prison officials, but relates how it was discontinued a few years later due to lack of funds and other reasons. Even so, many new men were trained and placed in the various federal institutions. Following this there was organized in the Federal Bureau an in-service training school conducted by means of correspondence courses.

A few years later the New York State Department of Correction organized the Central Guard School at Wallkill Prison and made supervision of the project a function of the newly created Division of Education. This has become a very effective agency for the training of recruit and in-service guards. Briefly, this school operates as follows⁶: Before candidates are eligible for appointment to the training school they must have passed the prescribed Civil Service examinations. The qualifications as outlined in the last examination were much higher than for any previous examination and resulted in the selection of a superior group of men. Following is an extract from the Civil Service announcement of April 11, 1936, for the position of prison guard:

"Guard, Department of Correction. Salary \$1800 with increase of \$120 a year up to a maximum of \$2280. Several appointments expected at \$1800.

Minimum Qualifications: Candidates must be of good moral character and habits, mentally sound and alert and must meet the following general requirements: Age limits 21 to 30 years; minimum height 5 feet, 9 inches in bare feet; minimum weight 155 pounds stripped; must be physically strong, active, free from any defect or deformity that would have a tendency to incapacitate; and must be physically proportional within the range of accepted standards; satisfactory hearing, and satisfactory eyesight without glasses (not poorer than 20/40 in either eye); cleanliness and neatness of person and dress; with bearing personality and temperament calculated to command respect and obedience of persons in their custody; with no conviction of felony; and ability to read and write the English

⁴Bates, Sanford, *Prisons and Beyond*, Chapter 10.

⁵Progress Report, P. I. R. A. May, 1937.

⁶For an excellent detailed description of the New York State Central Guard School see Wallack, Walter-M., *Training of Prison Guards in the State of New York*, Bureau of Publications, Teachers College, N. Y., 1938.

language understandingly. In addition to the above general requirements candidates must meet the requirements of one of the following groups: either (a) not less than one year of satisfactory, full time experience in the actual supervision of a group of men. This supervisory experience desired is similar to that acquired as a foreman of laborers, as prison guard, police officer, or officer in the military service, requiring the actual supervision of a group of men; or (b) not less than six months of experience of the kind mentioned under (a) and education equivalent to that represented by graduation from a standard senior high school; or (c) a satisfactory equivalent combination of the foregoing experience and education.

Subjects of Examination:

Written examination, relative weight	4
Training, experience and general qualifications, relative weight	6

In connection with the rating of the subject of training, experience and general qualifications, candidates who qualify in the written examination may be summoned for a physical examination and interview. Credit in rating training and experience will be given for experience in skilled trades.⁷

As a result of this examination over fifteen hundred candidates became eligible for appointment. Due to the beginning of the eight hour day schedule in correctional institutions of New York State, it was necessary to make a large number of appointments. These were made from the top of the list in order of standing and successive sessions of the guard school were held until all vacancies were filled.

The curriculum of the training school includes ten courses, briefly outlined as follows:⁷

Course I—*Function and Duties of the Prison Officer.* This course is chiefly concerned with the routine problems of the officer on duty. No effort is made to train a man for work in a particular institution since that comes during the probationary period which follows the Guard School training. However, the general problems of most importance are included. Emphasis is placed upon the following: Functions and responsibilities; environmental characteristics of the prison; type of work; discipline and the enforcement of rules and regulations; techniques of maintaining custody; procedures to be followed in major emergencies; making reports.

Course II—*Inmate Characteristics—An Analysis of the Population of Correctional Institutions.* This course aims to develop from

⁷Proceedings of the Sixty-Eighth Annual Congress of the American Prison Association, pages 175 and 176, New York City, 1938.

a statistical point of view the insight of the trainee into the whole problem of crime. It also includes instruction with reference to the attitudes of inmates.

Course III—*Influencing Inmate Behavior.* This is a course in functional psychology. It begins with the consideration of why human beings behave as they do. The following topics are included: Behavior situations and inmate attitudes which are frequently encountered by the prison guard; how institutional life affects the expression of human wants of inmates; how to utilize psychological principles to shape the expression of human wants of inmates toward desirable social outcomes; the psychological basis of relationship between officer and inmate.

Course IV—*Modern Social and Economic Problems.* This course is intended to give trainees an understanding of the economic forces at work today and to relate them to social change and to crime.

Course V—*The Crime Problem and Penal Treatment.* This course deals with causes of crime; extent, cost, and effects of crime; the history and development of penology; the principles of modern penal treatment as embodied in the work of the various departments of correctional institutions.

Course VI—*How New York State Administers Institutional Care.* The primary purpose of this course is to instruct in the functions, organization, and operation of the New York State Department of Correction. It also deals with the departments of State government related to the Department of Correction.

Course VII—*Parole—An Important Phase of Correctional Treatment.* This course deals with the general theory of parole and the method of parole as operative in the State of New York.

Course VIII—*Phases of Criminal Law and Court Procedure.* Emphasis in this course is upon the correction law. Instruction is also given upon how to testify in court, the functions and procedures of the various criminal courts, crime and crime classification, and the correlation of police activities with those of the Department of Correction.

Course IX—*Physical Fitness, Military Training and First Aid.* The objective of this course is to build up the physical qualification of trainees and to give them expert instruction in self-defense. Military drill is also emphasized as is first aid and artificial respiration.

Course X—*Techniques in the Use of Firearms and Tear Gas.* This course instructs in the nomenclature and use of weapons. A supplementary part of the course deals with fire detection and prevention.⁷

Following the completion of these courses the various candidates report for duty at the institution where the vacancy exists for which they were nominated. Each man is accompanied by such personnel records as have been accumulated during his session at the training

school. This includes personal data forms which follow the employee throughout his career should he be transferred from one institution to another, a certificate of medical examination, a summary of the psychiatric examination and detailed ratings on achievement in the ten courses.

Since civil service employees in New York State are appointed on a three months probationary period, and since the new guard has spent only two months at the training school, his first month on the job is his third month of probation. If at the end of the third month his services are not considered satisfactory, employment may be terminated, but if the services are not terminated at that time tenure becomes permanent under the provisions of the New York State Civil Service Law.

The training procedure followed with the guards employed before the organization of the Guard School is somewhat different. After the vacancies created as a result of the eight hour day schedule were filled, succeeding sessions of the guard school were devoted to the training of guards already employed in the various institutions. Selection was made from among the youngest and only a few were taken from each institution during each session so that no serious interruption of the work in any institution would result. During the time at the school these men received full pay, traveling expenses and an allowance of \$1.50 per day for living expenses.

The procedure at the school for the employed men is essentially the same as with new recruits. The same courses of study are followed with such variations as the instructors find appropriate.

From November, 1936, when the school first opened, to June 1, 1939, this school has trained 680 new guards and 251 who were already in service have completed the course. The results of this work were well described by Dr. Walter M. Wallack, Director of Education, New York State Department of Correction, in an address delivered before the American Prison Association at the St. Paul conference in 1938:

"The morale of the entire Department has improved, according to one statement, more since the opening of the Guard School than it has during the past twenty-five years. It is now conceded that the morale is exceptionally high. Men feel that promotion is entirely a matter of preparation for it and the demonstration of merit in the performance of duties. Recruits now reporting for service are more self-reliant, more confident, and more prepared for self-defense than was formerly the case. Their smart appearance and military bearing has toned up the appearance of all men

in the institutions. A slouchy, non-alert officer is seldom seen in the prisons today. Recruits and others who attend the Central Guard School upon entrance into institutional work pass on many of the things they learned at the School to others who have not yet attended."

Training programs such as those cited above are rare indeed, but there is even less evidence of pre-employment or in-service training for other than the guard personnel. Due to their smaller numbers and better initial training, shop foremen, vocational and academic teachers, maintenance men, and construction foremen have been obliged to get along without additional pre-employment training, and are usually offered no opportunity for in-service training. Therefore, even though it may be possible to bring into the service skilled mechanics and well trained public school teachers, such employees usually have had little or no training for dealing with the human element angle in prisons and too often have little sympathy for or understanding of this phase of the work, and therefore, many of the real problems of rehabilitation either go unrecognized or are badly managed.

Selecting and Training Educational Personnel

In order to meet the needs of educational employees, the New York State Department of Correction through its Division of Education has set up a number of recruiting and in-service training methods which are now being carried out with considerable success.

In the selection of teachers, progress has been made through requiring higher qualifications of those who would take the various civil service examinations in order to qualify for appointment. At present, in order to qualify for such positions, the candidate must possess as high qualifications of training and experience as are required for teaching in the public schools, and much emphasis is placed on the value of training or experience in the particular field of specialization. Nine titles have been agreed upon as representing the various teaching fields in the institutions of the department, and future examinations will be held accordingly, as follows:

1. Institution Director of Education
2. Institution Education Supervisor (General)
3. Institution Education Supervisor (Vocational)
4. Institution Education Supervisor (Recreation and Physical Education)
5. Institution Education Supervisor (Guidance)

6. Institution Teacher (General) (Social Studies, English, Mathematics, Science.)
7. Institution Teacher (Related Vocational Subjects)
9. Institution Teacher (Special Subjects) (Agriculture, Arts and Crafts, Music, Commercial, Home Economics, Library, etc.)

For each of these titles, a separate statement of duties to be performed and qualifications the candidate must possess has been prepared. These statements follow, as closely as practicable, the qualifications for comparable positions in the public schools of New York State as established by the State Education Department. Statements of duties and qualifications for some of the above positions are given below to illustrate those which it is believed the educational personnel in a correctional institution should possess:

Institution Director of Education, Department of Correction. Duties. Under the general direction of the Warden or the Superintendent and of the Director of Education of the Department of Correction, to furnish the leadership necessary to the organization and maintenance of a progressive program of social and vocational education for inmates, to have general supervision of the development and execution of all educational policies; to develop educational methods and curricula; to supervise and coordinate all educational activities of the Institution, including all forms of academic education, social education, vocational education, health and physical education, music education, mental hygiene, occupational therapy, handicraft education, educational psychological work, placement, guidance, training adjustment and the like; and to do related work as required.

Minimum Qualifications: Candidates must possess or be eligible to receive a New York State permanent certificate valid for principal of a secondary school or they must be graduates of a recognized college or university and in addition have at least 30 semester hours of graduate credit; the program of graduate and undergraduate preparation shall include at least 32 semester hours of professional credits in the field of education at least 10 of which must be in educational administration and/or supervision. Candidates must have in addition not less than five years of recent successful experience in educational work three years of which shall be in an administrative or a supervisory capacity in a school system which maintains an accredited secondary school. In rating training and experience and general qualifications due credit will be given for satisfactory experience and training in the fields of correctional, social or vocational education and for practical experience in business or industry.

Institution Education Supervisor (General), Department of Correction. Duties. Under general direction to organize and supervise

the general educational activities (academic and social) of the institution in order to achieve the social competence of inmates; and to help in coordinating such activities with other elements of the program, to assist in the development of general educational objectives, the curricula, and teaching methods and to do related work as required.

Minimum Qualifications: Candidates must possess or be eligible for the provisional form of the certificate valid for service as supervisor of elementary or secondary education, or be graduates from a four year course for which a bachelor's degree is granted by a recognized college or university and in addition have at least 6 semester hours of graduate credit. The total program of graduate and undergraduate preparation shall include at least 20 hours of professional credits in the field of education at least 6 of which shall be in educational supervision. Candidates must have in addition not less than three years of recent successful experience in educational work, one year of which shall be in an administrative or supervisory capacity in a school system which maintains an accredited secondary school. In rating training and experience and general qualifications due credit will be given for satisfactory experience and training in the fields of correctional, social, and adult education.

Institution Education Supervisor (Vocational), Department of Correction. Duties. Under general direction to organize and supervise the vocational training activities (both shop and related subjects) of the institution in order to achieve the vocational competence of inmates and to coordinate such activities with other elements in the program, to assist in the development of vocational educational objectives, the curricula, and teaching methods, and to do related work as required.

Minimum Qualifications: Candidates must either (a) possess or be eligible for a New York State certificate as supervisor of vocational industrial or technical subjects, or (b) they must have completed an approved four-year program of study and training leading to an appropriate degree (or approved equivalent preparation), the total program of training to include 24 semester hours in appropriate courses for teachers of vocational subjects, 6 semester hours in educational administration and supervision and in addition the candidates under (b) must have either (1) five years of satisfactory vocational teaching or vocational supervising experience or (2) five years of satisfactory practical trade or technical experience or (3) a satisfactory equivalent combination of (1) and (2).

Institution Teacher (General) (Social Studies, English, Mathematics, Science) Department of Correction. Duties. Under direction and in the field in which he is trained to assist in the development of curricula, to plan individual and group activities, to teach inmates, and to do related work as required. The work may include teaching illiterates to use basic skills, teaching intermediate classes, teaching advanced work, or a combination of all of these.

All general education teaching is to aim at the development of the social competence of inmates through helping them to understand themselves and social problems and institutions better.

Minimum Qualifications: Each candidate must meet the following general requirements and in addition the specific requirements stated below for each subject for which he applies: Candidates must be able to meet the requirements for a New York certificate valid for service in teaching academic subjects in a secondary school, or candidates must have completed a course of study in a recognized college or university leading to a baccalaureate degree. The program of graduate and under-graduate preparation shall include at least 18 credit hours in educational methods and procedures and the number of credit hours in appropriate courses in the subject for which he is applying as specified below; and not less than two years' successful teaching experience in the subject for which examined. One year of successful teaching experience in the subject in a correctional institution will be considered equivalent to the two years of required experience. In rating training and experience and general qualifications due credit will be given for completion at a recognized institution of courses in penology, correctional education, sociology, and other appropriate courses, and for breadth of experience.

Minimum Requirements for Each General Subject:

Subject or Subject Group	Semester Hours
Social Studies.....	30 (Based on 2 units of entrance credit)
English.....	18 (Based on 2 units of entrance credit)
Mathematics.....	15 (Based on 2 units of entrance credit)
The Sciences.....	30 (Based on 2 units of entrance credit)

Institution Teacher (Related Vocational Subjects) Department of Correction. Duties. Under general direction to teach inmates related vocational subjects by means of organized class instruction or cell study courses, to correlate the work of the classroom with the work done by the inmates in the various school shops, maintenance and industrial activities of the institution, to prepare necessary instructional materials, to maintain inmate progress records and to do related work as required.

Minimum Qualifications: Candidates must either possess or be eligible for a New York State certificate for teaching a related technical subject or have completed an approved four year program of study in mechanical, civil or electrical engineering, or applied science leading to an appropriate degree together with three years of approved technical experience related to the subjects which the applicant is to teach. One year of graduate study will receive credit in lieu of one year of experience, not to exceed two years. In rating training and experience and general qualifications due credit will be given for teaching experience or for credits in the field of education.

Instructor (Carpentry, Plumbing, Electricity, etc.) Department of Correction. Duties. Under general direction to teach groups of inmates the trade of by means of organized class instruction; to prepare necessary instructional materials, to maintain inmate educational progress records, to oversee and participate in the practical application of the work of this trade to the needs of the institution, and to do related work as required.

Minimum Qualifications: Candidates must either possess or be eligible for a New York State certificate for teaching a shop subject (trades) or have completed a program of elementary and secondary education equivalent to junior high school graduation and at least 32 semester hours in State approved courses for training of teachers of shop subjects. In addition candidates shall have completed at least five years of approved and appropriate journeyman experience in their respective trades.

It will be noted that in each case the candidate must possess, or be eligible for, a New York State certificate in the special field of interest. The requirements for various certificates are too lengthy to quote here, but it will be of interest to show what is required of teachers of shop subjects, a field to which much interest is now directed:

Course for Training Teachers of Shop Subjects (Trades)

Length of Curriculum: Completion of the vocational industrial teacher-training curriculum requires 32 semester hours work. Four years of attendance upon evening school and the satisfactory completion, of eight semester hours of work each year, or attendance upon four summer sessions and the satisfactory completion of eight semester hours of work during each summer session, or some combination of evening and summer school attendance which will make possible the satisfactory completion of 32 semester hours, or 480 clock hours of class attendance is necessary in order to secure the certificate of graduation.

Admission: Candidates desiring admission to the curriculum shall be not less than 21 nor more than 35 years of age and shall present evidence meeting the approval of the Commissioner of Education of: (1) five years or more of practical journeyman experience in the trade or industrial occupation which the person desires to teach, which must have been preceded by an apprenticeship period usually four years in length (in the case of women, six years of experience, of which not more than one shall have been as an apprentice); (2) satisfactory completion of the work of the eighth grade and one full year of work in an approved high school, or the equivalent; (3) good morals, health and personal qualifications necessary to success in teaching; (4) citizenship and residence in New York State.

Academic high school graduates may be allowed one year of credit toward the four-year apprenticeship requirement. Graduates of approved industrial or technical high school courses, not less than two years in length, may be allowed from one to two years of credit toward the required apprentice training, depending on the nature of the course.

Credit may be allowed for certain courses completed in recognized college and teacher-training institutions.

Examination: All candidates are required to pass an examination in the theory and practice of the trade they desire to teach.

Curriculum: The vocational industrial teacher-training curriculum is as follows:

Courses

History and principles of vocational education	2
Trade analysis	4
Psychology for teachers	2
Methods of teaching shop subjects	4
Shop organization and management	4
Practice teaching and observation	4
Theory and practice of industrial arts education	2
Vocational and educational guidance	2
Labor problems	2
Electives (principles and problems of secondary education, principles and problems of the junior high school, applied mathematics, applied science, mechanical drawing, English, public speaking, industrial history, economics, industrial design, shopwork)	6

In-service Training of Teachers

For the in-service training of teachers and instructors, it has been possible to permit a few to attend summer sessions at the various teacher training colleges, and the needs of others have been met through courses offered in or near the various institutions. Those who have attended summer school have been granted leaves of absence with pay. Such attendance has been restricted to those who could profit most by completing requirements for certificates or degrees, or for taking specialized courses. The only drawback to this method of in-service training is that too few men can be spared during the summer session season and it will require many years to give all teachers and instructors an opportunity to attend even one summer session.

A more satisfactory plan has been to organize and conduct extension courses in or near the institution so that those who attend may do so in the evenings or on Saturdays without inter-

ruption of their general duties. Most of these courses thus far have been selected from the requirements for the New York State Vocational Teachers Certificate. Some have been offered in the institutions themselves and others have been given at central points where the personnel from several institutions could attend on Saturday mornings. In order to finance the courses, the members of the classes have paid fees sufficient to compensate the teacher who is always someone approved by the State Department of Education for teaching training courses. Depending upon the number of enrollees at each session the fees have ranged from \$4.00 to \$10.00 for two point credit courses. Thus an instructor who had had no previous training might qualify for a vocational certificate without interruption to his job at a cost of from \$64.00 to \$160.00. If the time comes when the State Department of Education through its teacher training division can finance such courses, the cost to the employee will be correspondingly lower.

The curriculum construction projects now being carried out in several New York State correctional institutions are proving valuable means of in-service training. Under the leadership of the department head and under general supervision of the Division of Education in the Department of Correction, teachers and instructors are producing instructional material in many subjects and are receiving much valuable professional training through these activities. These curriculum construction projects are not something that can be carried out over a short period and then discontinued. As conditions in industry and society change, it is necessary to modify or rewrite many of the units previously prepared. Thus the teachers and instructors keep abreast of the times and keep alive their professional enthusiasm.

A very valuable in-service training device has been found in the committee approach to certain administrative problems. For example, in one institution a committee of teachers and instructors were asked to draw up suggestions as to methods of dealing with disciplinary cases. In order to make such suggestions the committee found it necessary to go into the problem thoroughly and to study it from every angle. They thus became better informed on the subject. As a result of their studies they became better informed than they could have become by other methods. Another committee was requested to make certain suggestions on some phases of the subject of inmate classification. Other committees have studied the problems of recreation, club activities, etc.

In many institutions subjects like these are considered purely administrative in nature and the non-administrative members of the staff usually have no opportunity to express their opinions or make any contributions. Experience has shown that the men who actually deal with inmates during their working hours are sometimes in a better position to offer suggestions than those who spend less time with the inmates.

As those responsible for prison administration realize the importance of trained leadership in a program of rehabilitation, more provisions will be made for securing and maintaining trained personnel. Favorable public sentiment, and the cooperation and support of taxpayers must be obtained, because such programs are costly in dollars and cents. Any State Prison Board or similar administrative agency would do well to plan for the future, basing their plans on a few sound criteria such as:

1. From the Warden down, the merit system of personnel selection should prevail. Tenure must be sure. No other system has sufficient permanency to attract competent, well trained men. The practice of appointing retired politicians or defeated public office seekers to hold administrative posts is destructive. It deadens initiative. Such men, regardless of their good intentions, take up their work unprepared, and in many instances devote so much time to other things that the duties they are being paid to perform are done by subordinates or are neglected. In other words, institution employees should be recruited from the ranks of active employees in their related fields or from those who specifically trained for institution work, rather than from the ranks of those who seek political preference. But before this can be effectively done, there must be a reconsideration of values, and a change in the philosophy that has for so long controlled the selection of personnel. Speaking on this subject before the St. Paul conference, G. Howland Shaw said:

"I have recently been examining an admirable book intended to assist college graduates in choosing a career. It is issued under the auspices of a leading eastern University. There is not a word as to the opportunities afforded by social work in general and, needless to say, nothing as to the possibilities of the kind of work we are discussing this afternoon. That is, in large measure, our own fault. We have excluded certain groups from our thinking on the problem of recruiting personnel for our institutions and we must now take advantage of the newer tendencies at work in American society in general and in the more fortunate groups in particular and extend

the field of our recruiting. Let me emphasize that word "extend." I am not proposing that we abandon the field which has heretofore given us many able and devoted men and women. I am urging that the field be enlarged so as to keep pace with the wider sense of social responsibility characteristic of American life at the present time."⁸

And the selection of guards is just as important as the selection of other employees. In "The Prison Problem in Indiana", Robinson states:

"The lowest paid guard on the list has great influence for good or evil over the men he supervises, because he is in constant contact with them. For this reason, modern prison work has become a profession and demands professional standards from top to bottom. It is no longer a kind of work which anyone can do, but requires training and certain definite abilities. Therefore, we do not think it possible for any state to develop and maintain satisfactory personnel for prison work except through a merit system, and we recommend that the correctional institutions for adults be placed under some form of civil service."⁹

2. Promotion within service should either be confined to those who have kept abreast of developments in their own field, or through promotional examinations that only the well informed up-to-date employee can pass.
3. Salary schedules, working hours and vacation leaves must be comparable with those for similar work in other branches of the public service.
4. Budgets must be ample to provide for the type of program which will interest well trained, competent workers. There is no point in employing expensive personnel and then through lack of budgetary provisions keep them idle or doing trivial things which any untrained person could do just as well.
5. In the field of prison education, inmate teachers should not be used. Those who advocate the use of inmate teachers in order to save money would do well to consider some points brought out at the January 27, 1939 meeting of the Governor's Commission on Education in Correctional Institutions in the State of New York:

"a. Very rarely is an inmate in possession of sufficient general or specific education for teaching.

⁸*Principles and Philosophy in the Development of Adequate Personnel for Child Caring Institutions*, G. Howland Shaw, p. 11-12.

⁹*The Prison Industries Reorganization Administration, The Prison Problem in Indiana*, p. 5, Washington, 1938.

b. More rarely still is an inmate in possession of the professional specialization in teaching techniques required by competent teachers.

c. There are not many inmates in possession of sufficient general or specific education and native intelligence who are available for professional training for teaching in the institutions, because such inmates are assigned by wardens to other work requiring education and intelligence, which the wardens and other officials deem to be of greater importance and necessity than teaching in the prison schools.

d. Very often such inmates as might in some degree be qualified for teaching are not acceptable due to (1) emotional instability (2) habits of sex perversion (3) internal group stresses (clique and gangs) (4) fear (I'll not stick my neck out) (5) prison-wise (I'll do my time with my mouth shut and stand in a shadow) (6) nature of crime not acceptable to standards of other inmates, rapists, for example (7) dangerous individuals who would form rackets in the prison, quarrel, or commit assaults (8) restlessness, desire emphasized by confinement to change activity (9) looking for softer, routine jobs, something more in line with former occupation, or something deemed more properly a man's work than teaching (10) desire to earn higher wages paid in industry and maintenance work.

e. Inmates when acting as teachers have no real authority and other inmates know it. Such authority as inmate teachers generally have in classrooms is likely to come from some illegitimate source.

f. Inmate teachers are unsatisfactory because they lack contact with the outside world and are restricted from getting around within an institution.

g. Teacher training for inmates even where potential human material is available is meager in results in the prison because of lack of competent civilian trainers, lack of teaching materials, and many other difficulties¹⁰.

6. The professional staff should be required periodically to attend summer school or other appropriate training courses.

7. In order to maintain high standards, provide for a reasonable uniformity and insure continuity through changing political scenes, institution employees should be under the supervision of a permanent state-wide supervisory service established by law.

¹⁰Taken from a report prepared by the Division of Education, New York State Department of Correction for the Commission on Education in Correctional Institutions of the State of New York.

Summary

No organization or service is likely to be more efficiently or intelligently managed than are the people who plan the policies and execute the rules. Mismanaged prisons and reformatories are usually pathetic monuments to uninterested administrators, incompetency, ignorance, or political interference. Too often all of these vices are found together. Unfortunately, as long as correctional institutions are supported with public funds there will always be the possibility of their administration being mixed up with politics. However, incompetency and ignorance could be largely eliminated through selection and training of the proper personnel. Prisons and reformatories could be as well managed as are colleges and boarding schools.

Just as there is no single explanation of the cause of crime and no single measure that will bring about the reformation of criminals, there is no single step that can be taken to eliminate existing weaknesses in the administration of educational programs in institutions. However, since so much does depend upon the type of personnel employed, the answer to this problem is obvious: better initial selection, better pre-employment training, better working conditions, and more opportunity for in-service training. Having said this, there is little else to add except that carefully made plans, according to established policies and carried out over a considerable period of time will be necessary in order to achieve desired goals.

CHAPTER IX

SOCIAL EDUCATION

by

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Time was when social education in correctional institutions meant little more than teaching the 3 R's to illiterates. Such a description still fits educational programs in many institutions. However, stung by MacCormick's arraignment of the backwardness of practically all educational programs in prisons and reformatories in the United States, and by such studies as those made by the Gluecks, correctional educators are making a determined effort to give new emphasis to education, to re-define objectives, and to develop programs which come much nearer achieving the desired ends than did the education of a previous day. The teaching of the 3 R's is now recognized as only one phase of social education; and the material and methods used even in this phase of the program are being materially improved.

Social Education Brings the Inmate and Society Together

The term "social education" is used here to designate all those activities in the educational program which have as their major objective the improvement of the social competence and the attitudes of inmates. As the term is employed in New York State and elsewhere, it refers to those activities which are planned to develop the personality of the inmate and his ability to live in a socially acceptable manner with those about him. It is as though a deep and wide gulf yawned between society and its purposes and the inmate and his purposes. It is the goal of social education to close or bridge this gap so that the aims and goals of society and the inmate are synonymous. In order to develop desirable goals, ideals, and purposes, the inmate must acquire desirable attitudes

towards social institutions, towards his family and the people with whom he will live and work, and toward those elements in the community which will assist him to adjust to and improve that part of society in which he lives and moves.

But aims, purposes, and attitudes are not enough. If the inmate is to function successfully in social living, he must develop the skills and abilities needed in such living. Among these are the ability to think clearly, the ability to get along with other people, and the ability to make the best use of the knowledges and skills which he possesses.

A few illustrations may indicate more concretely just what the task of social education is: "James A., for example, is a skilled electrician and adequately informed in the scientific knowledge of that trade, but he is constantly in trouble with employer or fellow-employee as a result of fancied slights or petty misunderstandings. He needs insight concerning his own personality defects. Tony knows the fruit business, but cannot read or write in English. His success is thereby limited and he is dependent upon others. Bill not only lacks trade skills but carries a chip on his shoulder and thinks that everyone is crooked, that government is a racket, and that the only way to get along is to be sure of your own 'cut'. His motto is 'do the other fellow before he does you'. All of these individuals are in need of social education".¹

The Social Education Program Must Provide Opportunities Which Will Develop Social Competence

Social competence has been the goal of the correctional institution for many years. The Prison Congress of 1870 emphasized this objective. A head teacher who began work in correctional institutions in 1910 stated that "the real purpose of the school was to correct the attitudes of the prisoners toward society." This teacher went on to state that "when a pupil had completed the six standards (or grades) she had ability to read a newspaper, write letters, make out grocery bills, and understand elementary geography." No one today would challenge the desirability of developing such abilities. However, modern correctional education does

¹Wallack, Walter M., Kendall, Glenn M., Briggs, Howard L., *Education Within Prison Walls*, New York, Bureau of Publications, Teachers College, Columbia University, 1939.

not believe that it is enough to develop such abilities and then to hope that by some mysterious process the many desired changes in attitudes will take place.

Today, we are attempting to make a much more direct attack upon the problem of developing desirable attitudes. Instead of accepting any subject, class, activity, skill, or content because it has heretofore been taught, the correctional educator must ask himself what type of activity will be most effective in correcting undesirable behavior and attitudes and in developing social competence. Institutions and educational directors must analyze the opportunities which exist within the institution, plan and develop new activities which will come nearer meeting the desired goals, and redirect the emphasis of activities and classes now being carried on so that their content and method will aid the inmate to live in a socially desirable way before and after he is released.

The institutional program of social education should include the following opportunities for developing social competence:

1. Opportunities should be provided for cooperative living. This means that situations should be arranged in which the inmate will exercise some degree of initiative and responsibility.

2. The inmate must be given opportunities to practice tolerance, choice, and to distinguish between desirable and undesirable ends and means.

3. Opportunities and situations should be provided which will enable the inmate to contrast a selfish mode of living with living which places service and respect for other personalities at the center. Prison life too often tends to make the inmate even more self-centered than he was before incarceration. Through social education the inmate should come to realize that true satisfaction and happiness come only from harmonious and cooperative living.

4. Social education should provide opportunities for developing the ability on the part of inmates to understand and adjust to changing situations. Our moving society can be very disturbing to the individual unless he recognizes that change, and fairly rapid change, is an inevitable characteristic of modern life. To live successfully today one must be able to make satisfactory adjustments to changes as they occur.

5. Not only must an individual be able to adjust to changing situations—he must be willing to accept for a time, at least, situations which are not at all satisfactory to him. When such situations occur he must learn to look for socially acceptable solutions. As a

matter of fact, the inmate's very incarceration is just such a situation. The extent to which he utilizes his time in prison to improve himself is one indication of his ability to accept and make the best of difficult situations.

6. Every program of social education should include classes and activities which will enable the individual to interpret social institutions better and to understand modern society and its changes.

7. Social education has a responsibility for assisting the individual inmate to understand himself better.

8. The inmate should be provided opportunities to develop more understanding of other people, why they behave as they do and how he can best adjust to them. Many situations arise daily both in class and out which can serve as illustrations of why people act as they do. In addition, there should be a conscious effort in the social education program to arrange such situations and activities.

9. The social education program should provide for the expression of worthy talents of inmates, development of self confidence and the desirable use of leisure time.

10. Social education is also specifically charged with the responsibility for developing the skills and knowledge which one must have in order to carry on ordinary life activities. No one can live satisfactorily or efficiently today without the ability to read, to write, and to express himself clearly in the English language.

The above list is based on observation in New York State Institutions and a partial survey of the social education programs of twenty outstanding institutions in various parts of the United States. Research studies are needed to refine and amplify this list. Such studies might analyze case histories to determine needs, study problems met by inmates on parole, or secure expert judgments as to the objectives of social education.

A Varied Program of Classes and Activities is Necessary to Achieve the Objectives of Social Education

The philosophy stressed throughout this entire year book is that the development of social competence should be a basic objective of the entire institutional program. Society will have gained little from the incarceration of delinquent criminals unless their social attitudes and behavior have been improved. The list of classes and activities given below is confined to those which are usually under the direct supervision of the educational staff. The classification is

for convenience only. Many of the activities could be listed under several of the headings inasmuch as they contribute to social competence in several ways. All of the activities listed are being carried on in some institutions. Few institutions, however, have developed a program of social education which includes a majority of the following activities:

- I. Activities providing for the development of inmate initiative, self control, and responsibility.
 - A. Inmate advisory councils—
 1. Organized as an advisory body for the entire educational or institutional program.
 2. Organized as an advisory body for special phases of the program, such as recreation or athletic boards.
 - B. Institution publications managed by inmate staffs.
 - C. Inmate managed assemblies, clubs, and forums.
- II. Activities providing for the development of special talents and the desirable use of leisure time.
 - A. Recreation, sports, and athletics.
 - B. Music.
 - C. Fine Arts.
 - D. Arts and Crafts.
 - E. Clubs.
- III. Activities providing for personality development.
 - A. Classes in mental hygiene and practical psychology.
 - B. Dramatics, public speaking, and debates.
 - C. Discussion groups.
- IV. Activities providing an understanding of social institutions and problems.
 - A. Classes dealing with social and economic problems.
 - B. Current events classes and discussion groups.
 - C. Radio programs dealing with current events.
 - D. Classes in economics and sociology.
- V. Activities providing for the development of everyday skills, knowledges, concepts, and attitudes.
 - A. Elementary classes in reading, writing, English, and arithmetic.
 - B. Classes in social studies.
 - C. Classes in health.
 - D. Classes in general science.

- E. Advanced classes in mathematics, English, journalism, short-story writing, literature, science, history, languages, and the like.

Religious activities and the excellent personal work of chaplains, although not usually a part of the educational program, play a prominent part in some institutions in stabilizing the emotions and lives of many inmates, as well as in improving their social attitudes. There is a great need in all prisons and reformatories for vital religious work which will provide high purpose to life and guiding principles of human behavior based on the timeless life and work of the Great Teacher.

Trends in Social Education are Shifting the Emphasis from Facts and Skills to Concepts and Attitudes

Physical education and recreation and special types of education are covered in separate chapters of this year book. This section will therefore deal with the following phases of social education:

1. Social activities or those designed to develop tolerance, cooperation, responsibility, and the ability to get along with other people.
2. Personality development, or those activities designed to assist the inmate to understand himself and other people better.
3. Social studies, or activities designed to interpret social and economic problems.
4. General education, or those activities for developing abilities needed in ordinary living.

Social Activities

This is a phase of social education which requires a high degree of leadership and skill. Organizing and supervising such activities as inmate councils must be guided by definite objectives. Providing opportunities for the exercise of inmate initiative and responsibility is especially difficult in maximum security institutions, where inmates of all types are usually thrown together. To allow inmates to have any part in planning the program or taking the initiative and responsibility for any activity, however limited, will be deemed impractical and revolutionary by some administrators.

In spite of the difficulties involved it would appear that social education cannot dodge the responsibility for carrying on such

activities. If inmates are to develop social competence, opportunities should be provided for them to practice the skills and activities needed in social living. There appears to be no better way of developing social competence than by meeting problems, making decisions, and solving differences of opinion.

Social activities should start in the classroom by introducing group activities such as committee work and socialized recitations. In this way, a beginning can be made in a controlled situation in giving opportunities for initiative and for group and individual responsibility. Many situations arise in recreation and physical education through which individual and group responsibility and cooperation can be developed. Discussion groups also offer opportunities for the free expression of opinion. Following such beginnings, a committee or board can be organized to assist in planning and developing some phase of the educational program such as recreation and athletics, or inmate publications. Finally, an advisory council can be organized to assist in developing the entire educational program. In general, it may be said that it is better to approach the development of social activities in a gradual way such as has been described above than to try to start with an inmate council having large responsibilities.

A number of institutions throughout the United States include some type of inmate advisory organization in their educational program.² The Annandale plan of Cottage Committees represents one approach to this problem. As described by Mr. F. A. Klau-minzer, Director of Education, the plan operates as follows:

"Each cottage elects three representatives to the Cottage Committee of the institution, which committee meets each Sunday evening with a number of the institutional staff. At these meetings the representatives offer suggestions, criticisms and ask for explanations of policy. Beyond this, they have no powers; it is not a governing group in any sense, but offers a place where problems may be aired and settled openly.

Before the meeting of the Cottage Committee, each cottage has its own meeting, at which the entire cottage population is present. Cottage activities and problems are discussed at this meeting, and

² All quotations and comments about specific institution programs are taken from or based on twenty replies to letters sent to thirty-six institutions in all parts of the United States. The cooperation of those who replied was invaluable in preparing this chapter. The social education program of the United States Penitentiary at McNeil Island, Washington, includes a number of excellent features such as an Inmate Advisory Council, the inmate magazine *Strivings*, and a reading course in mental hygiene. The McNeil Island report was received too late to give it the recognition it deserves throughout this chapter.

instructions are given to the representatives as to what they shall introduce for discussion at the Cottage meeting which they attend immediately afterwards.

Suggestions, criticisms, and requests from the Cottage Committee meeting are referred to the Superintendent. His decision is then reported to the Committee at a subsequent meeting."

Dr. L. R. Conrad, Supervisor of Education, Federal Reformatory, El Reno, Oklahoma, reports that their inmate recreational council is composed of nine inmates elected by each section of the dormitories for four months' time. This council

"selects, with the approval of the administration, motion pictures and radio programs, arranges athletic meets and intramural baseball, softball, basketball, touch-football, and volley ball schedules; reports on sanitary conditions, and fire and accident hazards, if any are noted by the inmate body."

An inmate advisory council was formed in the District of Columbia Jail in 1934. Mr. Ray L. Huff, General Superintendent, District of Columbia Penal Institutions, reports that

"it seemed advisable that steps be taken to secure a higher degree of understanding and cooperation from inmates on the working detail than usually existed throughout the general inmate population. With that need in mind, the inmate advisory council was established. The objectives of the council as set forth are:

1. To obtain obedience to the rules governing the institution.
2. To eliminate, as far as possible, the all too frequently unsatisfactory action and attitudes on the part of the inmates on the inmate working detail.
3. To take necessary steps to protect the privileges and courtesies granted to the inmates on this working detail.
4. To recommend to the superintendent curtailment of privileges to inmates who have demonstrated their lack of desire or inability to conform to the actions expected of those assigned to this detail."

Mr. Huff goes on to state that

"this council has been functioning since the date of its establishment, and has given reasonable satisfaction. Its operation has resulted in a better working relationship, brought about principally through development of a better understanding and desire to cooperate on the part of the inmates concerned. It has served to give those inmates something of a sense of responsibility, and to encourage in them a desire to cooperate for the general good. It has enabled the inmate group to have an orderly way to bring to the attention of the officials of the institution pertinent information. Matters in connection with the council have been handled, to a large extent, by the superintendent personally."

At the Minnesota State Reformatory for Men an inmate athletic and physical education council assists in the management of the recreation program. Mr. Ralph H. Rosenberger, State Supervisor of Penal Education, states that

"this council consists of nine inmate members selected at large by the inmate body. The council meets weekly with the Director of Education. Selection of officials, making decisions on any complaints, removing umpires, organizing the program, assisting with disciplinary measures, rules and regulations on athletic fields are all a part of the duties of this council."

A more informal type of organization of inmate advisory groups is the plan at the Men's Reformatory, Anamosa, Iowa. Warden W. H. Frazer, states:

"We do not have a complete inmate council, but various groups or committees of inmates work with various specified officers and superintendent of schools in handling our inmate commissary, or recreation at the institution, both competitive and non-competitive sports, hobby programs, publish the monthly magazine *The Hawk-eye*, and weekly put on complete radio broadcasts within the walls."

At the United States Industrial Reformatory, Chillicothe, Ohio, an inmate advisory council has been functioning for several years. The council operates as follows:

"The men in the various dormitories and cell blocks have been given the privilege of selecting, in an orderly manner, five men from their respective units, whose duty it is, as chosen representatives, to represent their fellow inmates on the inmate advisory council. This council holds stated meetings at which time problems effecting the welfare of all the inmates in the institution are discussed and constructive recommendations are made to the superintendent of the institution."

Chillicothe Reformatory and the United States Northeastern Penitentiary consider honor cottages as another method of developing self control and responsibility on the part of the inmates. Mr. W. J. Lahodney, Supervisor of Education at the United States Northeastern Penitentiary states

"as a further inducement to improvement in attitudes and cooperation honor dormitories are provided, and honor cells, for those who by exemplary conduct and special qualifications have earned trusty-ships."

Mr. Lahodney goes on to state that

"a sanitation committee makes periodical inspections throughout the institution to insure that every part is in a clean and healthful condition."

From Chillicothe it is reported that

"assignments to the honor dormitory, which has individual rooms and a comfortable and informal lounge, is the highest reward which can come to the inmate and such assignment is based on cheerful cooperation, exemplary behavior, and willingness on the part of the inmate selected to work for the good of the institution."

Annandale is a cottage type institution and classifies its cottages as to varying types of supervision. "There are three cottages through which all inmates must pass before the time of their reclassification. These are Cottage No. 4, the reception cottage, and Cottages No. 3 and No. 2. One month is spent in the first, and six weeks in each of the other two. The restrictions become progressively lighter and privileges of various kinds progressively greater, in each successive cottage. In order to move from one to the next the inmate must demonstrate his readiness by maintaining a satisfactory record in work and general social behavior. If he does not, he may be held back in any one of the cottages until his conduct has improved. After he has moved into a general cottage, following his reclassification, eventual admission to the pre-parole honor cottage, Cottage Seven, is held before him as a possibility to be earned by outstanding conduct and effort."

The inmate publication is another type of social activity reported by the Federal Reformatory at El Reno, Oklahoma, the United States Northeastern Penitentiary, the Minnesota State Reformatory for Men, the Penitentiary of the City of New York, the United States Penitentiary at Atlanta, Georgia, Woodbourne Prison and Elmira Reformatory in New York State as one which develops a sense of responsibility and provides for inmate expression. In the institutions named as well as in a good many other institutions, inmates take almost complete responsibility for the publication of a newspaper or magazine. An outstanding prison publication of this type is the *Spectator* published by the inmates of the State Prison of Southern Michigan. Mr. G. I. Francis, Director of Education writes that the *Spectator* is published

"under no censorship in regard to the articles that are written—the inmate editor being held responsible for the publication of the paper. This is a complete department in itself having press room, composing room, and a room for reporters. And in connection with this there is a newspaper training class which deals with newspaper writing, advertising, and all that goes to make up the average situation for a man interested in printing and newspaper work."

Another type of activity which provides training in social competence are inmate-managed assemblies. Mr. Leo Klauber, Director of Education, Penitentiary of the City of New York, states that

“weekly assemblies at Day School and monthly assemblies at Evening School are under the control and supervision of inmate committees selected by students at both Day and Evening Schools. This tends to make inmates more appreciative of their educational opportunities and results in a well planned correlated program, which is stimulating to inmate thought and develops an intelligent conception of democracy.”

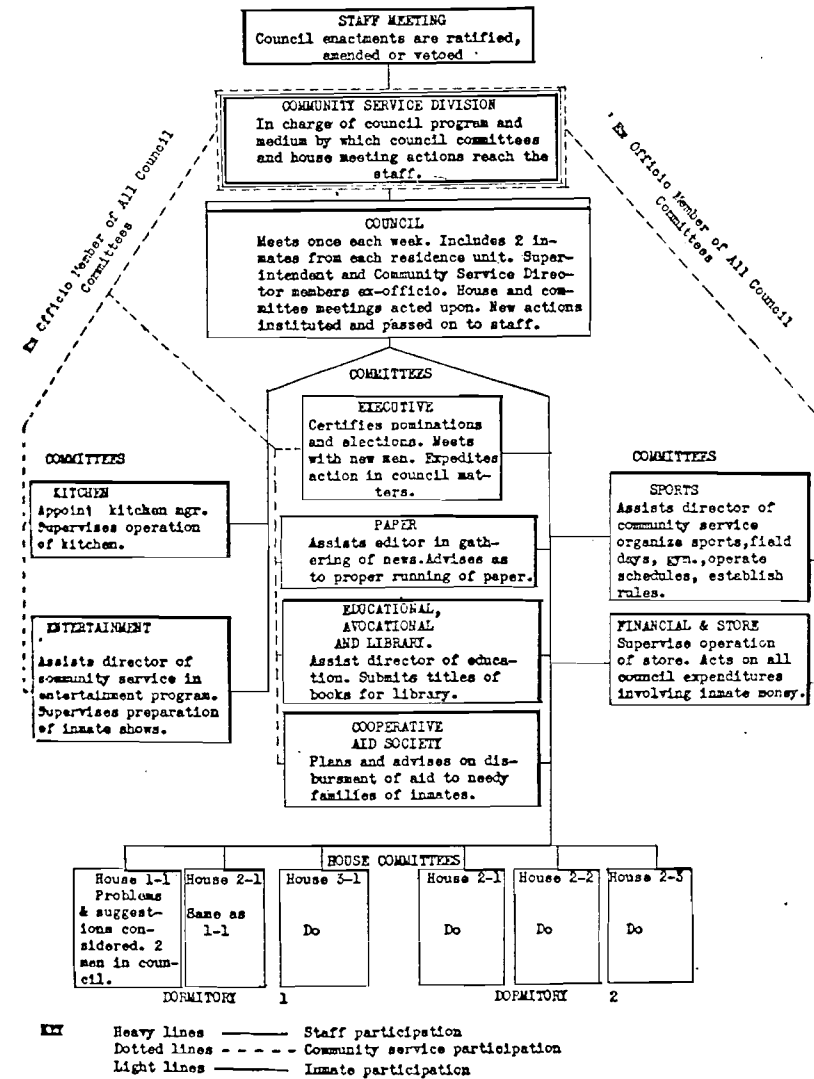
It seems appropriate to close this section with a brief description of the plan of inmate and staff participation in the community activity at the State Prison Colony, Norfolk, Massachusetts.³ The accompanying chart shows the organization and indicates the extent of the activities of the inmate council and its subsidiary committees at Norfolk. It will be noted that the inmate council is given rather large responsibilities in the management of many aspects of the institution program. However, the administration retains full authority to veto any action of the inmate council and both the superintendent of the institution and the community service director are ex-officio members of the council. Among the institution activities for which the inmate council through its committees has a large share of responsibility are the following: the kitchen, the inmate store, sports, entertainment, the inmate publication, educational, avocational, library, and the cooperative aid society. Superintendent M. N. Winslow states:

“It shall be the duty of the council to act as a connecting body between inmates and the staff and to cooperate with the superintendent regarding conditions effecting the general welfare of the institution. Such actions of the council as it deems necessary for the general welfare of the colony are represented to the staff for consideration. Such actions become effective when approved by the superintendent and staff.

“There is also the matter of joint responsibility for, through the council, a certain amount of responsibility for satisfactory institutional operation passes into the hands of the inmate leaders. The principle of joint responsibility recognizes that inmates are given the privileges of joint participation in the activities and management of the internal affairs of the institution, just so far and as

³ For a more complete description of the State Prison Colony at Norfolk, Mass., and the plan of inmate participation at that institution, the reader is referred to Haynes, Fred E., *The American Prison System*, pp. 59-87, McGraw-Hill Company, New York 1939.

STATE PRISON COLONY
NORFOLK, MASS.
Inmate and Staff Participation in Community Activities



rapidly as they are able and willing to share responsibility for the safety, security, and well-being of the entire inmate population."

A basic principle which should be kept in mind in developing social activities is that freedom is not license. There should be no abdication of responsible civilian leadership. Careful planning, guidance and direction are absolute necessities if social activities are to lead to desirable outcomes and are not to get out of hand. Furthermore, many institutions have such heterogeneous populations that any attempt to develop such activities might result in more harm than benefit.

Anyone who has observed an inmate council or similar groups in session under skillful leadership is invariably impressed with the values inherent in such activities for developing social competence.

Personality Development

In connection with the recent Regent's Inquiry into the Character and Cost of Education in the State of New York a survey was made of the opinions of employers and parents concerning the elements which contribute most to the social competence of an individual. The results of this survey showed that personality ranked number one in getting a job and number three in holding a job. This puts in concrete terms the great importance of personality in dealing with social situations. Every director of education in an institution can point out inmate after inmate who has had difficulty in getting along with other people. The feeling of need which people in general have for help in this area is shown by the tremendous sale of the book *How to Win Friends and Influence People* by Dale Carnegie. It is a common experience in prison libraries to have inmates select books on psychology and philosophy. Usually the books in these fields in prison libraries are very abstruse and most inmates will get very little from them, but the fact that inmates select such books shows a desire on their part to understand human personality better.

A large part of the difficulty in this area lies in the failure to understand one's self and to understand why other people behave as they do. It is this understanding that the activities in this section aim to develop. It is functional psychology, practical psychiatry, mental hygiene, and personality development all rolled into one. It is not suggested that the educational program should attempt to give psychiatric treatment. The treatment of extremely emotionally disturbed inmates is not the job of the prison teacher.

Such cases should always be referred to the psychiatrist. The type of activity suggested here should be used with so-called normal individuals, but with those who are clumsy or inept in making social adjustment.

Institutional classes in personality development should be based on actual life situations. Describing the nervous system in great detail, learning the names of the various brain areas, and discussing highly theoretical psychological problems have no place in such classes. Too much educational psychology has been sterile for the reason that it has dealt only with such topics. What inmates need to learn is what to do when the foreman "bawls you out," whether one is justified in getting angry, how to conduct one's self when looking for a job, how to deal with fear of failure, and similar problems.

Such problems can be taught in several types of situations. All classes in health and hygiene should include a number of units on mental health. It is somewhat strange that we have been so long in recognizing the interrelationships of physical and mental health. Unhappiness and inefficiency is probably due much more to lack of mental poise and health than to lack of physical health. The importance of this phase of health education is recognized in the *Course of Study in Health Education* prepared by John B. Costello of the New York State Vocational Institution at West Coxsackie, N. Y. One section of this course is headed "Social Behavior" and includes units on social behavior at parties, on the street, trolley, bus or in any public gathering; in school; and in the home in relation to parents, sisters, brothers, relatives, and guests. Another section deals with "Personality" and includes such topics as personal appearance and social behavior, the development of personality, qualities essential for success at work or at play, influence of early experience especially in the pre-school period, and gradual assumption of responsibilities in the management of one's life without undue dependence on others.

It may seem strange to include public speaking as an avenue for developing personality. However, experience has indicated that wherever public speaking groups are well directed, they bring to the surface the personality strengths and weaknesses of individuals in the class and assist them to overcome fears and inhibitions which have limited their social competence. In New York State institutions public speaking is successfully carried on at Walkkill Prison, Woodbourne Prison, and Elmira Reformatory.

Few institutions have attempted to organize special classes in psychology or personality development. This is a phase of social education in which experimentation is really needed. However, a number of institutions are carrying on some very interesting activities in this field. At the State Prison of Southern Michigan a psychology class is conducted for teachers of the school. The Director of Education, Mr. G. I. Francis, also reports a personal problems class which, as he describes it, is

"a class given by the chaplain twice each week numbering about fifty to sixty men in each class, which is proving a success in regard to social attitudes and adjustments. All types of problems are presented by the inmates and discussed by the class and the answer or some enlightenment given if possible."

At the same institution a behaviorism class is conducted by inmates each day.

"The enrollment of this class consists of forty to fifty men in each class. . . . The value of this type of work is inestimable."

To round out this program of personality development and social behavior, Southern Michigan has a special class in hygiene and anatomy under the title of mental hygiene which

"offers a chance to improve the physical and mental condition of each person participating in this type of work."

At the Minnesota State Reformatory for Men a life adjustment class is conducted. It is interesting to note that Supervisor Ralph H. Rosenberger states that "every inmate of the institution is expected to attend this class during his confinement." Here is one institution which demonstrates the belief that personality development and social adjustments are basic elements in correctional education. Mr. Rosenberger describes this class as follows:

"The class is taught two and sometimes three times daily. Inmates are excused from regular work to attend. It takes three months to cover the course. Both regular and supplementary tests are used. The adjustment work covers the five following fields: selecting an occupation, getting a job, taking a look at yourself (mental hygiene), keeping physically fit, and a health program."

A similar course entitled Social Living which all inmates must attend is conducted at Annandale Farms. Mr. F. A. Klauminzer, Director of Education states that

"this is a regular school subject, divided into units and conducted daily for three months in each classroom. Its purpose is to discuss social problems which the boy must face within and without the institution in all phases of life activity."

A class in functional psychology was started at Attica Prison in the fall of 1938. The interest of the group has been consistently high, and results to date indicate that the class has been successful in assisting inmates to make better personal adjustments than they have heretofore done. The group is small, consisting of fifteen men with relatively good intelligence and educational ratings.

In organizing the work for such classes the advice and services of the psychologist and psychiatrist should be enlisted. It should not be difficult to secure their cooperation if it is made clear that such classes will not attempt to treat definite mental illness.

Many books have appeared in this field in recent years which are interesting and not too technical. The following books illustrate the type of material which has proved helpful: Morgan, *Keeping A Sound Mind*; Howard and Patsy, *Mental Health*; Burnham, *The Wholesome Personality*; Overstreet, *About Ourselves*; Elliot and Elliot, *Solving Personal Problems*; Wright, *Getting Along With People*; Shively and Shively, *Personal Analysis and Vocational Problems*; Bennett and Hand, *Designs For Personality*. In addition to books which treat the subject from a rather popular standpoint, standard textbooks such as Woodworth's *Psychology* should be used.

Social Studies

A description of social studies and many suggestions as to how to develop this phase of social education in correctional institutions may be found in *The Organization and Teaching of Social and Economic Studies in Correctional Institutions*.⁴ In this book, which grew out of the experimental project in social education sponsored by the Engelhardt Commission at Wallkill Prison, the following subjects are discussed: The function of social studies in correctional institutions; prisoner attitudes and correctional education; a psychology of learning applied to education in correctional institutions; procedures for selecting and planning social and economic problems for teaching; the development of teaching units; the place of social studies in the educational program; teaching procedures and methods; and the social studies teacher. This book also includes eight social studies

⁴Kendall, Glenn M., *Organization and Teaching of Social and Economic Studies in Correctional Institutions*, pp. 159, Bureau of Publications, Teachers College, Columbia University, New York, 1939.

units which illustrate the type of teaching materials which have proved successful in New York State correctional institutions. Since this book covers the social studies program in considerable detail, it seems best to refer the reader to it rather than to repeat most of the ideas and suggestions given in it.

A number of correctional institutions have for a good many years been teaching history, geography, and civics. An examination of the materials used in such courses almost always reveals that the major emphasis in such courses is placed upon facts, dates, and the structure of government. History is usually dealt with in the traditional chronological way. Geography stresses the memorization of the names of cities, states, countries, rivers, and the like. Civics emphasis the powers and duties of governmental officers and agencies. The content of such subjects is too often unrelated to actual problems of social living.

"Trends in organizing modern social studies courses appear to be in the direction of breaking down the traditional subject barriers. According to Rugg, 'The older curriculum in social studies divided the work into geography, political history, and civics.' . . . The main criterion which should govern the organization of the study of social and economic problems is 'what generalizations, understandings, and facts do people need to know in order to make decisions about important problems of modern life?' . . . Understandings and interpretations are the desired ends—not facts. Facts are absolutely necessary, but they are only means to more important ends. For example, inmates need to understand the purposes and place of organized labor in modern industry and life. Facts are needed to form a basis for understandings and decisions as to what attitude 'I' will take toward unions. But facts have meaning and significance only when related to the problem itself. . . . The facts may come from the field of history, or geography, or civics, or from all these fields."⁵

The point of view taken here, then, is that we should dispense with subject matter lines in the social studies field and organize such classes around actual social and economic problems and situations.

This change is going on in the public schools, but it is even more imperative in correctional institutions where the student is an adult. The inmate has real need for knowing how to interpret the problems of unemployment, labor and capital, the responsibility which government has for meeting the needs of every citizen, the

effects of poor housing upon citizens, and similar problems. Such problems provide the basis for social studies. Whenever facts from the past can be of assistance in interpreting and solving such problems they merit a place in the social studies program.

In addition to regular social studies classes, the following activities also offer real opportunities for interpreting social institutions and problems to inmates: discussion groups, forums, debates, radio programs on social and economic problems, and outside speakers. In addition, there are many films which can be secured free or at small charge which deal with social and economic problems. Such films form an excellent base for a discussion of an economic or social problem. Westfield State Farm, and Elmira Reformatory in New York State are carrying on an experimental project with the films developed by the Commission on Human Relations of the Progressive Education Association. These films are extracts from regular commercial films such as *Captains Courageous*, *Men in White*, and *The Life of Pasteur*.

Interesting and well directed social studies classes and discussion groups may be found in several correctional institutions today. At Annandale, Mr. Klauminzer states that

"history, civics, and geography are taught in combination and cover such units as the following:

- 1) Industrial and Economic History of the United States (selected units)
- 2) Occupations and Occupational Trends in this Region
- 3) Municipal, County, and State Government Organization.
- 4) Government Departments and their Functions.
- 5) Social Responsibility of the Individual Citizen.
- 6) Social Organization in New Jersey.
- 7) Employer and Employee Relationships.
- 8) Topography and Climate in New Jersey.
- 9) Civic Organizations.
- 10) Recreational Areas and Privileges in New Jersey.
- 11) Current Events.

We have tried to select units which are needful to our average type of inmate. The unit content is modified in the various grade groups to suit their capacities. This work is supplemented by the Social Living and Health Units."

A course in human relations is given in the grade school of El Reno Federal Reformatory several times a week for each class.

"Topic for discussion (with a liberal use of visual material) are health and hygiene, accident prevention, occupations, geography, and community interests."

⁵ op. cit. pp. 59-60.

Mr. Leo Klauber, Director of Education, Penitentiary of the City of New York states that

"Classes in social studies held at the Day School, take up current economic and social problems."

"Social Sciences are treated by taking a period in history and discussing its counterpart in geography and civics, This tends to permit a study of the social and economic trend in history, and a better understanding of present day problems results. A class in economics and public speaking for advanced students is combined to make the courses more effective. A group of fifteen inmates meets nightly under the direction of an inmate instructor as part of the Evening School Program."

Mr. S. B. Govin, Director of Education, Wisconsin State Reformatory states that

"the activities in our social science, economics, and labor problems classes go far in improving the inmates' attitudes towards society. Inter-class debates discussing the pro and con of topics that arise during study lay the foundation that stimulates a class-wide wholesome attitude which arouses interest and remains imbedded in the mind." In addition to these organized classes, lectures are scheduled "at intervals at which the participating classes are hosts to men of impressive experience who give enlightening talks on sociology, economics, and politics. Post-lecture debates discussing points of social interest are set under way. Themes are written. References are consulted for further information on the current topics."

Every New York State correctional institution includes social studies as a part of the educational program. Most of these classes have been organized in the last two years, largely as a result of the experimental project in social education sponsored by the Engelhardt Commission at Wallkill Prison. Besides excellent social studies classes, Elmira Reformatory conducts several discussion groups in the evening, which consider all types of social problems. Elmira Reformatory and Woodbourne Prison conduct debates with outside school groups. The preparation of debates calls for a search for facts and for clear thinking on outstanding social problems. Mrs. Helen Valein teaches social studies classes at Westfield State Farm in which almost every inmate is enrolled and which have brought about noticeable changes in inmate attitudes.

Related vocational classes offer another opportunity for introducing certain types of social and economic problems. Under the supervision of Vocational Director N. J. Henzel and Head Teacher Charles J. Scanlan, a committee of teachers headed by Mr. William

Rogers at Wallkill Prison, Wallkill, N. Y., has made an intensive study of the various trade analyses prepared by shop instructors to determine points at which social studies units might be developed. Over thirty such units are now in use at Wallkill. This development and illustrative units of this type are given in Kendall's book.⁶

At the Penitentiary of the City of New York, "discussion groups have been held in individual cell blocks led by the Director of Education. Topics discussed included current events and current problems, as well as problems relating to incarceration, penology, and parole. Groups average between fifty and seventy-five and discussions were held during the noon hours."

At the State Prison of Southern Michigan a news commentator with three assistants, broadcasts news of the institution for the day. These news broadcasts are given each evening. Highlights of the outside news are given on this news broadcast also.

A good many institutions provide some type of opportunity for inmates to discuss current events. The Minnesota Reformatory for Men conducts an open inmates' forum.

"This forum meets in the evening twice a month in the auditorium. Attendance is open to all inmates. A civilian discussion leader opens the meeting with a short pro and con discussion on the evening's topics. After this introduction the meeting is open to discussion on the floor. These meetings are attended with much enthusiasm. Approximately three to five hundred inmates attend regularly."

In addition to this informal forum there is a regular class in sociology.

Much excellent material for the study of social and economic problems has been made available in recent years in pamphlet form. The American Primer series, pamphlets of the Foreign Policy Association, and units developed in the adult education programs of the District of Columbia, Chicago, and New York City illustrate this type of material. Current newspapers and magazines should be used extensively in all such courses. The following list of titles of the Chicago units illustrates the way in which social studies should focus on social problems:

What Hope for the Jobless?	The Basis of Wealth.
Who gets the Wealth We Produce?	Over-Expansion in Capital Goods.
Inflation—Is It Always to be Feared?	The Time, The Place, and The Goods.

⁶op. cit. pp. 45-49, 122-125.

Income's the Thing!	Unemployment Insurance.
Electricity and Domestic Production.	Security for the Masses.
Wealth—A Matter of Life as Well as Economics.	Our Economic Jig-Saw Puzzle.
The Economic Scale—Up or Down?	Why We are Interested in Electric Power.
The Machine and the Farmer. Slaves or Masters?	The American Farmer—Citizen or Serf?
Machines—For Us or Against Us?	Enjoy Your Money—Future Investments Limited.
	Must We Spend Our Way Back to Prosperity?

The Course of Study in Social Science developed recently at the New York State Vocational Institution should be mentioned as an outstanding achievement in this field. This course was produced under the direction of Mr. Price Chenault, Acting Director of Education by a committee of teachers of which Mr. Emmett Ruland was chairman. The course of study is for the guidance of teachers. It is based on inmate attitudes, and includes the following units:

Living in the Institution.	Personal Finance.
Preparation for Successful Living.	Industrial Unrest.
Human Relations.	Men and Machines.
Why Work?	Unemployment.
The Home and Its Activities.	Consumer and Consumer Problems.
Community Facilities and Relationships.	Business Relations.
You and Your Job.	Government.
	Parole and Its Implications.

Each unit includes a list of inmate attitudes toward the problem dealt with, desired outcomes, inmate interests to be utilized in developing the units, suggested problems and activities for class use, and a list of source materials.⁷

For further suggestions on how to develop a social studies curriculum the reader should see the chapter on "The Problem of Curriculum Development" in another part of this yearbook.

General Education

The way in which the traditional organization, content, and method of teaching reading, writing, English, and mathematics is venerated in many institutions can almost be characterized as religi-

⁷ *Course of Study in Social Science*, prepared by a committee of teachers, New York State Vocational Institution, West Coxsackie, N. Y., mimeographed, 66 pp., 1938.

ous. MacCormick called attention to the wide spread use of antiquated materials and methods in such subjects after he had surveyed the educational programs in all the state and federal prisons and reformatories of the United States in 1929.⁸ Since that time there has been considerable improvement in many institutions through the introduction of more up-to-date textbooks and attempts to place the work on a level more in keeping with the age of inmates in reformatories and prisons. However, one can walk into classrooms in the average prison or reformatory today and find arithmetic problems having little connection with social situations, intensive drill upon obscure forms and rules, and meticulous attention to the spelling of long and obscure words.

The following comments upon the work of many American high schools is probably more applicable to the work in correctional institutions.

"Here is a scene for the pen of a satirist. Time: 1938. Place: An American high school. Setting: A democracy struggling against strangulation in an era marked by confused loyalty in the political realms, by unrest and deprivation, by much unnecessary ill health, by high pressure propaganda, by war and threats of war, . . . and by a myriad of other urgent real human problems. And what are the children in the schools in this age, in this culture, learning? They are learning that the square of the sum of two numbers equals the sums of their squares plus twice their product; that Millard Fillmore was the thirteenth President of the United States and held office from January 10, 1850 to March 4, 1853; that the capitol of Honduras is Tegucigalpa; . . . and that a gerund is a neuter verbal noun used in the oblique cases of the singular and governing the same as its verb." The Commission goes on to state that "English as now taught in most schools places too great emphasis on formal grammar and on the dissection of classics."⁹

Only those subjects, content materials, and teaching procedures which can be justified on a socially useful basis should be included in the general education program of a correctional institution. The New York State Department of Correction has established two criteria for the selection of general education materials: All subject matter should be functional, that is, there should be definite evidence that the material will be needed in actual life situations; second, all materials should be social, that is, it should make the

⁸ MacCormick, Austin H., *The Education of Adult Prisoners*, 456 pp., The National Society of Penal Information, 114 East 30th Street, New York, N. Y., 1931.

⁹ Educational Policies Commission, *The Purposes of Education in American Democracy*, National Education Association, Washington, D. C., 1935 pp. 147-148.

individual who studies it more socially useful. As the chapter on "The Problem of Curriculum Development" indicates, the correctional educator should start not with some predetermined or already existing class or subject matter, but with the problems inmates are meeting and will have to meet when released. Organization of classes and the selection of teaching materials will then proceed on the basis of what will be most useful in assisting inmates to meet and solve those problems successfully.

Even in classes for illiterates the content used in teaching reading and writing should be based on adult interests and social situations. There is no longer any excuse for a correctional institution to teach adults through the use of childish primers. Many persons gasped in amazement when they read MacCormick's statement that it was not unusual to find adult prisoners "learning to read from a book that tells how Tommy and Susie went out to catch butterflies or that rhapsodizes on the subject of how soft and warm pussy's coat is."¹⁰ While no survey has been made since MacCormick's, it is probably safe to say that such tragically ludicrous illustrations are not so numerous today. However, the writer has within the past two years observed a civilian teacher reading the story of the *Ugly Duckling* to a class of adults in prison.

MacCormick suggested several excellent aids in the instruction of adult illiterates.¹¹ The development of adult education since MacCormick's survey has increased the supply of practical materials. Some publications which have proved helpful in teaching adults are:

- Mason, Josephine D. and O'Brien, G. E., *Practical Readers for Adults*, Heath, 1931.
- Whipple and Fansler, *The Teaching of Adults: General Methods and Procedures*, State Education Department, Albany, N. Y., 1936.
- Hendrickson, Andrew, *Adult Education Courses of Study: An Appraisal*, Bureau of Publications, Teachers College, Columbia University, N. Y., 1938.
- Fansler, Thomas, *Adult Study Outlines*, No. 1, How to Study, Department of Research, New York University, 1937.
- Free or Inexpensive Materials for Use in Adult Education Classes*, Educational Division, F.E.R.A., Washington, D.C., 1935.
- Aids to Teachers of Literacy, Naturalization and Elementary Subjects for Adults*, Works Progress Administration, Division of Education Projects, Washington, D.C., Educational Circular No. 5.
- Manual for Teachers of Adult Elementary Students* (A Revision of Manual for Teachers of Adult Illiterates by William S. Gray Compiled by Caroline A. Whipple, Mary A. Guiton, and Elizabeth A. Morriss, American Association of Adult Education in cooperation with the United States Office of Education, Washington, D.C., (Good Bibliography).
- Materials prepared by the Adult Education Projects in New York City and Chicago

¹⁰ op. cit. pp. 40-41.

¹¹ op. cit. pp. 63-65

In addition, pamphlets and books for public elementary schools which have been produced in recent years are based upon subjects which are of interest to adults. Such materials are much less childish than they were in former years; instead of talking about how "Mary gave her kitty some milk," the more recent publications tell in simple language how coal is formed, how trains and airplanes have developed, and how many other life activities and interesting developments of modern life are carried on and have come to be. *Our Weekly News* is a four page newspaper published especially for use with classes of illiterates or near illiterate adults. Excellent results have been accomplished with this newspaper in several New York State Prisons. For more advanced students the paper *Current Events* and the *Scholastic* magazine are excellent materials.

Illustrations of improved organization, content, and procedures in the general education program may be found in many institutions. For example, Mr. W. J. Lahodney, Supervisor of Education, United States Northern Penitentiary, states that

"social problems are indirectly made a part of our general education classes through use, in our reading classes of safety literature issued by the National Safety Council, history, psychology, and such papers as *Current Events*, which form the basis for discussion and keep inmates in touch with current issues of interest."

Mr. Lahodney continues

"In order to make instruction in our general education classes of vital significance to our students, who are all adults, care is taken to reword all instructional materials so that it may appeal to the adult interests, and so that there is a definite tie-up between this material and the life experience of the inmates. For example, in the lower illiterate grades, materials of juvenile significance are carefully avoided, and the 'literacy' student reads about going to the bank, signing a check, driving a car, asking for a job, etc."

At the Federal Reformatory at El Reno, Oklahoma, Dr. L. R. Conrad reports that

"we plan our courses of study around practical experiences of everyday life. In reading, our textbooks are based on the type of community and occupations from which most of our men come. *Country Life Readers* and *Home Folks* are representative of the titles used. We devise our own arithmetic workbooks on the adult level. Our spelling words are taken from Thorndike's word list. . . . Our writing lessons are of our own make—personal and business letters on the simple adult level."

Prison education is breaking away from the traditional organization of general education classes, which was similar to the elementary grades of the public schools. Classes were designated as "standards" or "forms." The adoption of these names many years ago was probably an attempt to get away from the term "grades" as it is ordinarily used in the public schools. However, they remained essentially grades one to six and included practically the same subjects and content.

In New York State, most of the prisons have discarded the "grade" or "standard" type of organization. All work is organized on three levels of educational achievement: (1) illiterates and near illiterates, (2) intermediate groups for those who have a sufficient mastery of the fundamental tool skills to read and write simple materials reasonably well; and (3) advanced classes for those who have a reasonably good educational background. The results of intelligence and educational testings are available in organizing these classes.

The objectives in the illiterate or near illiterate groups are of course to teach the ability to read and write and to use simple arithmetic processes. At the Woodbourne Institution for Defective Delinquents, Mr. Chester D. Owens, teacher, under the direction of Mr. James J. Brooks, Head Teacher, is now constructing a large reading book which is patterned after the type of book used with kindergarten or primary children but which uses adult words and content instead of childish materials. It is possible to make up the simplest type of reading lesson by using material about the family, cars, airplanes, public signs, and other everyday activities and experiences of adults.

The work in the intermediate groups is based upon the following subjects: English, mathematics, social studies, health (physical and mental), and science. At Clinton Prison and Great Meadow Prison the intermediate group is departmentalized, that is, each teacher handles only one subject. This enables the teacher to prepare himself much better for the specific work which he will teach. The old prison school conducted each class on the little country schoolhouse basis—each teacher taught all the subjects to a group. The new plan results in much better preparation of lessons and more interest on the part of teacher and student.

Auburn Prison is experimenting with a procedure which would eliminate subjects lines entirely. In the intermediate division, the

classwork is based upon areas important in modern living. Needed English, arithmetic, general science, and social science skills, knowledges and concepts are developed, based on and in connection with the central theme. To illustrate, one Auburn unit developed by Mr. Benjamin Weinberg is based on the topic "Communication." The unit begins with social studies material concerning the development of communication, the place of communication and its effects in modern society; spelling words deal with communication, including such words as airmail, receiver, cable, camera, and the like; English skills are developed through the writing of telegrams, night letters, and business letters; a number of supplementary stories and articles to develop reading skills and habits are suggested and comprehension tests are included; social values and concepts come in again in discussing these readings; general science knowledge and concepts are developed through the study of how the telegraph works, simple principles of radio, and how talkies are made; arithmetic skills are developed through figuring parcel post rates, telegraph rates, and postal savings. With good civilian teachers or with inmate teachers under close and expert supervision, such a plan gives excellent results. It is one way of making all the classwork functional and social in that it ties up everything done in class with some actual activity of modern life. The construction of such units, however, takes considerable skill and very careful planning. The writing of such units must be preceded by a careful analysis of the skills, facts, concepts, and attitudes which the courses should develop. Care must then be taken to see that these elements are worked into the units which are written. Otherwise important facts, skills, and attitudes may be omitted.

Mr. Melvin H. Kempton, formerly Director of Education at Sing Sing initiated a plan of basing all intermediate work upon a visual education basis. This does not mean that nothing but visual education will be carried on. The opaque projector which they use in their visual education work makes it possible to organize units by selecting pictures, graphs, and charts illustrating some social problem or topic. At Sing Sing, most of the units are based upon the social services provided by the government of the City of New York. After classes have viewed the visual unit the class work in English, arithmetic, and other subjects is based upon the visual education unit. All classes at Sing Sing have been reorganized to make them homogeneous as far as intelligence and educational achievement is concerned.

Special mention should be given here to the *Manual and Course of Study on Prison Education* prepared at the Oklahoma State Penitentiary entirely by inmates under the supervision of Mr. A. R. Garrett, Chaplain and Director of Education. This 186 page book, after stating the general objectives of the courses and commenting on teaching methods, gives in detail the subject matter to be taught in each division of the general education program under subject headings. The subjects included are spelling, reading, self expression, civics, psychology, English, geography, history, sociology, and economics. This book illustrates what can be done by one civilian assisted only by inmates. All of the subject matter is for the most part up to date and on the adult level.

In the February 1939 issue of the *Atlantian*, inmate publication at the United States Penitentiary, Atlanta, Georgia, is an article entitled "A Casual Conversation." This is a conversation between an inmate teacher in the prison school and an inmate who has a fairly good educational background but who has never taken advantage of the school in the institution. "To tell the truth", says the skeptical inmate, "I haven't given the school a serious thought. I have been under the impression that the teaching was confined to elementary subjects, and that the school's enrollment was largely from the illiterate or semi-illiterate inmates who were more or less sent to school as a matter of mild compulsion." This idea is still prevalent among the prison population of most prisons. It springs from the fact that earlier prison education was confined to the type of inmate and to the activities just described. To be realistic, it must be admitted that the educational program in many prisons is still confined to such a limited program. Consequently, inmates in the elementary classes consider that their attendance is completed when they finish the elementary grades of the prison school, and inmates with a good educational background take it for granted that there is little that they can gain from the educational program of the institution. Some prison administrators still exist who feel that a man should be taught to read and write but that any education beyond that is more or less wasted upon inmates. The modern view holds that prison educational programs must offer something of value for every man in the institution, no matter what his educational background may be. Several institutions have introduced a large variety of advanced courses both

through organized classes and through correspondence work. In such institutions it is possible for a man to start as an illiterate and to complete a college education.

San Quentin Prison offers perhaps the widest variety of subjects, from elementary work through college, of any institution in the country. Practically all courses at San Quentin are carried on through correspondence and extension study. Dr. Shuder, Director of Education at San Quentin, states that

"it is possible for the inmate to build his education from mere illiteracy to high school level by means of the courses offered by the local correspondence divisions. When high school level has been reached (or when the tested education of the inmate is above the ninth grade level) the inmate is eligible to enroll in courses offered free of charge to inmates by the extension division of the University of California at Berkeley. This division, administered in the Department of Education, offers inmates all the regular courses of the extension division in academic, cultural, and vocational subjects."

The Minnesota State Reformatory for Men, Sing Sing Prison, Elmira Reformatory, and Clinton Prison in New York State, the United States Northeastern Penitentiary, the Wisconsin State Reformatory, and the Nebraska State Penitentiary also illustrate programs providing high school and college courses in cooperation with recognized universities. Cell study, correspondence study, and extension work offer excellent opportunities to add a large variety of courses to the prison program, to provide well organized courses, and to add prestige to prison education. However, care must be taken that correspondence courses do not become simply a succession of papers handed in and questions answered. Opportunity should be provided for frequent personal contact between instructor and student. Furthermore, in the case of social and cultural subjects, correspondence work can never take the place of well conducted classes under efficient interested teachers.

In addition to regularly organized courses, whether given in class or as correspondence and cell study work, there is a definite need in the social education program for reading outlines which will guide inmates who have particular interests which they desire to follow. For example, an inmate may be interested in the history of the development of the automobile, advertising as a vocation, or even the history of the French Revolution. Even though these topics might be covered in some class it often happens that an inmate either cannot because of other institutional duties or will not enroll in the regular educational classes. Guided reading courses

offer one way of meeting the needs of such inmates. This is largely a responsibility of the institution library. Sing Sing prison keeps posters and bulletins on the library bulletin board at all times which stimulate interests of inmates in the various fields and suggest lists of books which will be of interest to them. Auburn Prison has arranged certain shelves in the library on which they have brought together books on various subjects. This plan offers another way of individualizing education to meet the needs of every inmate.

Prison inmates, like other human beings, like to have some indication that they have achieved definite progress and to receive recognition of such achievement. It is scarcely enough for the inmate to have the educational director register on his enrollment card that he has completed the sixth grade or a course in English or history. In order to provide more definite evidence of achievement, a number of institutions including Annandale Reformatory in New Jersey, several New York institutions, San Quentin and others have made it possible for inmates to secure certificates from county, state, and university authorities just as any student in an outside public school would do. This is an excellent procedure provided the certificate or diploma does not become the inmate's chief objective.

Definite improvement in the social education program will accrue by achieving the best organization of classes possible and the best selection and organization of teaching materials. Experience has proved this. It is also true, however, that the best type of organization possible and excellent materials will have little effect without the type of teacher who will make efficient use of the organization, physical facilities, and teaching materials.

Attitudes Rating Charts and Cumulative Records are Used Successfully to Stress Social Competence

Annandale Farms, Walkkill Prison, Westfield State Farm, Elmira Reformatory, and the New York State Vocational Institution keep rating scales on inmate attitudes. These are marked by each member of the personnel under whose supervision an inmate comes. In most of the institutions named, these forms are marked weekly or monthly, and the inmate is kept informed of his ratings and the reasons for them. This is an excellent device for stressing the qualities an inmate should develop, and for bringing the strengths and weaknesses of each inmate to his attention. Space limitations prevent the presentation here of these rating plans.

The New York State Department of Correction has installed a system of quarterly and final rating forms to be used in each institution. These forms call for ratings on attitudes as well as progress in educational work.

A Solution for the Compulsory Education Problem

It has been a common traditional procedure in most prisons and reformatories to make attendance in elementary classes compulsory for all inmates who have not reached a certain level of educational achievement; for example, all inmates who have not completed the fifth or sixth grade of public school work are compelled to attend elementary prison classes. In general, experience has indicated that the rigid compulsory attendance plan is not desirable. An inmate, forced into class against his will, usually gains little from such attendance. Education goes on through the efforts of the individual being educated and such effort is not furthered by outside compulsion. On the other hand a completely voluntary system does not give best results. The Commission on Education in Correctional Institutions in the State of New York sums up the problem as follows:

"The question of whether enrollment should be compulsory or entirely voluntary is best solved by a cooperative plan whereby a program is worked out for and with the individual inmate. A functioning classification and guidance system helps to solve this problem. This procedure, once established, becomes accepted by inmates as a part of the prison program. Thus enrollment is neither flatly compulsory nor entirely voluntary in the sense that the man makes up his mind alone and without any type of help from anyone."¹²

Any plan which requires all inmates who have not reached a certain level of school achievement to attend school should be flexible enough so that if, after a reasonable time, interest and effort cannot be secured from an inmate he will be released from school until such time as he can be interested.

The Social Education Teacher

The teacher is always the keystone of the educational arch. For many years it has been common practice to use inmates as teachers in most correctional institutions. While this practice has been dis-

¹² *Report of the Commission for the Study of the Educational Problems of Penal Institutions for Youth*, Legislative Document No. 71, Albany, N. Y., 1937, p. 80.

carded in a few reformatories and prisons, it is still prevalent in most institutions, particularly in adult prisons. In general, the best thought in the field of correctional education holds that inmates are not satisfactory as teachers, and that the only excuse for using them is that civilian teachers are unavailable. The Commission on Education in Correctional Institutions in the State of New York recommended to Governor Lehman in 1935 that inmates be replaced as teachers by civilians as soon as possible. As a result, two civilian teachers have been added to the staff of each of the prisons. However, a large number of inmates are still assisting in the educational program.

It would appear that inmates are particularly unsuited to act as teachers in several phases of social education as they have been outlined in this chapter. In a report of the Division of Education of the New York State Department of Correction to the Commission on Education in Correctional Institutions in the State of New York, the use of inmates as teachers of social education is discussed. After pointing out certain general considerations, such as the lack of education and training which makes it inadvisable to use inmates as teachers, the report states:

"Since social education and the activities connected therewith aim at the improvement of inmate attitudes and the development of social insight we are wholly opposed to using inmates in such teaching because even the rare inmate who might be otherwise prepared for such teaching is likely to make for the accentuation or development of wrong attitudes. Moreover, inmates as a group rarely respect the proper social attitudes of another inmate when he has them. They are likely to think that he is a hypocrite or "fourflusher." Psychologically, the situation is comparable to requiring the devil to teach religion. Because of his reputation the devil could not be good at that if he wanted to."

In determining the phases of the educational program in which inmates can best be used when it is impossible to employ civilian teachers, the report states:

"Inmates are likely to serve most usefully as teachers (when closely supervised) in: 1. Certain advanced academic subjects such as algebra, foreign languages, typing, shorthand, and other subjects with a minimum of social content; 2. In the so-called tool subjects on the elementary level such as teaching illiterates to read, write, and the use of basic arithmetic processes; also such subjects as spelling, penmanship, which (like the three R's) can be taught, even if not best, by placing emphasis upon the acquiring of skills."

The report concludes that

"inmates should never be used in teaching such as that which aims to develop: 1. Social insight and appreciation; 2. Psychological or philosophical insight; 3. Personality development."

Certainly it would be a mistake to place inmates in charge of psychology or personality development classes. It is also difficult to achieve the major aims of the social studies and the general education phases of the social education program through the use of inmate teachers. Nevertheless, many of us are faced with the necessity of using inmate teachers. Furthermore, it does not appear likely that we will be able to replace inmate teachers with civilians in the near future. Experience has shown that much very good work can be accomplished with inmate teachers, but only when definite training is given them in teaching methods, when frequent teacher meetings are held, when class teaching is frequently observed by supervisors, and when careful attention is given to planning the curriculum and to class planning. Carefully planned materials and procedures, stated specifically and in some detail, are necessary for guiding inmate teachers.

A summary of the characteristics which a social studies teacher should possess is given in Chapter X of Kendall's book.¹³

Teaching Methods and Procedures

A special chapter of this year book deals with educational methods and procedures. Throughout this chapter many suggestions as to the teaching methods that should be employed in social education have been made in discussing the organization and content of the various phases of social education. No one method is sufficient. The teacher must have at his command the ability to vary his methods with the subject matter and type of inmate taught. In general it may be said that the discussion method provides greatest opportunities for achieving the major objectives of social education. On the other hand, the constant change in student personnel in correctional education classes makes necessary the adoption of techniques which enable the individual to progress at his own rate. The individual instruction sheet has to date been the major device for achieving this result. However, a number of other methods and devices are available. Sing Sing Prison, for example, reorganizes its class groups every three months,

¹³ Kendall, Glenn M., *The Organization and Teaching of Social and Economic Studies in Correctional Institutions*, pp. 150-153, Bureau of Publications, Teachers College, Columbia University, New York, 1939.

thereby keeping each group at approximately the same stage of achievement. In the use of teaching units it is possible to assign different types of work to members of the class thereby providing for individual differences. The individual instruction sheet has a place in social education but it should be far more than one which calls for written answers to factual questions. The following principles should guide the preparation of teaching units:

- A. The material should constantly indicate the application of problems and facts to persons and specific situations. It should answer the question, "How does this effect me?"
- . One cannot depend on the generalized desire for self-improvement on the part of inmates.
- B. The material must recognize the problems of the day realistically, but must stress the efforts being made to remedy them and the progress already achieved. Inmates already know considerable about the sordid aspects of society. They know society "from the bottom up." "Pollyanna" tactics will not work and "sermonizing" or "moralizing" are equally useless; the materials must emphasize better goals and the way to reach them.
- C. Group discussions and cooperative activities should be given a large place in these materials.
- D. In general, the wording, phrasing, and concepts included should be within the range of an adult group with a median I. Q. of 90.
- E. The materials should provide plenty of specific work for individuals on all ability levels with varying interests.
- F. Each sub-problem must be short and complete in itself. It should cover one specific phase of the larger problem.
- G. Each sub-problem must have definiteness, direction, and be pointed toward specific outcomes.
- H. Each conclusion reached should lead toward a cumulative concept of our entire social order.

Group discussions and group activities based on units organized around definite problems should be emphasized to a much greater degree than they are at present if the aims of social education are to be achieved. Certainly entire dependence should not be placed upon the lecture method or upon assigning certain pages to be read in the textbook, or upon assigning certain exercises or drills to be memorized.

The task of the teacher in social education classes consists in stimulating inmate interests, suggesting problems, arranging situations which will lead to purposeful activity on the part of pupils, and guiding the learning process which goes on through the efforts of the inmate himself.

Summary of Basic Principles

Social education in correctional institutions should be guided by the following principles:

1. Social education should emphasize the development of concepts, understandings, insight, and attitudes.
2. Opportunities to practice social living should be provided, as well as opportunities for reading about and discussing it.
3. All social education activities should be functional: based on inmate interests and needs; and social: based on social problems and situations.
4. Social education should be carefully planned.
5. Definite objectives should be established for social education activities.
6. All activities and teaching materials used in the social education program should contribute to the desired objectives.
7. Teaching materials should be organized around problems rather than as outlines of facts.
8. The social education program should stress group activity and discussion, but at the same time it should provide for individual differences.
9. Social education must use current materials and be kept up to date.
10. The social education program should be flexible: for example, current happenings and situations should be capitalized as they occur, even though particular units scheduled must be postponed.
11. Every phase of the educational program should be analyzed to determine every possible opportunity for developing desirable social attitudes and habits.
12. The social education program should provide opportunities for the development of initiative, cooperation, and the ability to make decisions on the basis of intelligent understanding and responsibility. However, responsibility for leadership and guidance always rests with the civilian personnel, and any partial delegation of responsibility must be made only when proper use thereof is assured.

Correctional education must bring about basic desirable changes in the attitudes and behavior of inmates if it is to give society a valid return on its investment. This can only be accomplished by helping inmates to understand themselves and society better and by developing the insight, skills, and abilities which will enable them to meet the problems of social living more competently than they did prior to their reception in the institution. Approached in this way, social education becomes high adventure fraught with perplexing and complex problems but with as many interesting potentialities and compensations as any vocation one could follow.

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CHAPTER X

VOCATIONAL EDUCATION

by

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The Program Must Be Dynamic

Any program of vocational education projected within a correctional institution must be formulated not only in terms of the possibilities of the institutional situation but also in terms of actual employment conditions as they exist in modern free society. We must give full consideration to present and future economic trends, recent technological developments, the fields of placement open to ex-convicts and the many other variables which will determine the success or the failure of our program. We must have a practical, functioning plan for vocational education if the released inmate is to adjust himself successfully to a free society as a contributing member. Vocational education in the institutional situation must become an active, constantly re-adjusting dynamic force leading to the social and economic rehabilitation of each inmate.

The rapid technological shifts within some occupational fields have changed a large part of the training content formerly considered to be well standardized. Trades which were well established have either disappeared or become subdivided into an ever-increasing number of specialized occupations. Entirely new fields of employment have come to the front overnight. The march of industrial progress has been both rapid and confusing.

Modern research laboratories have created entirely new products and processes. Efficiency engineers have placed vast groups of semi-skilled workers on line production jobs and at the same time

have created an increasing demand for highly skilled tool and die makers and technicians. Entire groups of workers have been thrown out of employment, and at the same time, a scarcity of trained workers has been created in new fields.

No longer can industrial methods and basic industrial processes be considered static. Vocational educators must be constantly alert to changing needs and future trends in placement opportunities. We must always keep before us the fact that the successful worker must be so prepared that he can adjust himself to the inevitable changing demands of the employment situation.

This plasticity of vocational knowledge and skills must be extended to the many "social" adjustments necessary within the occupational field. Seldom is the "boss" the owner of the factory in which the worker labors. In the larger industries "owner stockholders" may be scattered throughout the nation and the "main office" is usually located in a distant city. The individual worker seldom bargains with the individual employer. "Group bargaining" has become the means of adjusting grievances. For successful living in an industrial world, the worker must develop a comprehensive grasp of the economic and social significance of the remote relationships existing between employer and employee, between capital and labor.

Modern methods have so greatly accelerated output per man hour of labor that production and consumption seldom operate in harmony. "Overtime" and "layoff" result from the "peaks" and "slumps" of the economic curve. Our production engineering efficiency has so greatly exceeded our knowledge of distributive economics that a surplus of commodities pile up in our factories while workers go in want.

The working "span" is constantly decreasing. Youths discover that they must wait longer and longer periods before they are old enough to be employed, and men still "youthful" find that they are too old to continue work in their chosen occupations.

The Program Must Meet Inmate Needs

In spite of the many confusing situations existing in our occupational world, people must work to eat and have a roof over their heads; otherwise they become the wards of society and a burden upon the taxpayer. Those who are best prepared vocationally to compete in our modern world of production have the best chances

of surviving. Certainly any program of vocational training for prison inmates must be based upon conditions as they actually exist in our every day working world. Even more important, full consideration must be given to the problem of placement limitations surrounding the released inmate when he enters the occupational environment of a free society. It must be remembered that many of our technological shifts have been so recent that an inmate who has been incarcerated for any length of time finds himself facing an unfamiliar world.

It is evident that the released inmate seeking employment must be better prepared than the average worker, if he is to compete successfully for the job and keep employed. Not only must he acquire superior skills at the occupational level for which he has the capacity, but he must also have that related information which makes him a plastic, adaptable, thinking worker.

"Successful rehabilitation demands that the released prisoner be equipped to earn a living in a manner acceptable to a free society. This involves a program of training leading to the development of tangible and marketable vocational skills which will enable him to exchange his labor for a sufficient wage to live with reasonable comfort."¹

Throughout the training process an intensive effort must be made to develop desirable attitudes toward useful work. Skills must be accompanied by concepts of pride in a job well done. This is not impossible of accomplishment. Note the pride of the average inmate in some little product which he may have been allowed to create of his own volition. The trinket box constructed of burned matches seems an accomplishment; labor that is forced seems an undesirable task. The inmate's mental attitude is greatly influenced by those supervising his work. An inmate in one institution who hated the job of cleaning halls eventually became an enthusiastic writer of instruction sheets on the vocation of "Janitorial Service." There is a "kick" to be gained from recognized accomplishment, the ability to do a job better than the other fellow, and the possession of a background of technical information which gives a concept of the "why" as well as the "how." All of these mental attitudes tend to replace less socially desirable reactions to environment.

¹*Report of the Commission for the Study of the Educational Problems of Penal Institutions for Youth*, Legislative Document No. 71, Albany, N. Y. 1937. p. 73.

Training which results in purely habitual reactions to a working situation is not sufficient. Related technical information is essential to a sound understanding of the job and to the making of the necessary and constant adjustments to new situations brought about by modern inventions and technological changes.

The need for flexibility in the application of acquired skills to technological changes does not mean that it is inadvisable to teach them through a specific trade. The equipment of any standard machine shop involves all of the operations and principles included in the most complicated specialized production machine. The important factor is to teach those operations and principles thoroughly. With a specific trade as an interest center there is hardly any limit to the broadness of the background that can be developed around it.

We must prepare the inmate to face this complicated, industrialized world with a background of training that will enable him to sell his services successfully and adapt himself to his environment. He must either be equipped to become a producing social asset or inevitably, he will become a social liability. The program of vocational education adopted for the correctional institution must therefore meet the training needs of each individual inmate in terms of both his capacities and his interest.

The Program Must be in Terms of Individual Capacities

It is evident that the lower the skills demanded by any occupation, the greater the number of individuals who are prepared to take the job, and the greater the labor turnover at this level. It is further evident that many inmates are limited by native capacity to jobs of this calibre. It, therefore, seems logical that those of limited capacity should be trained on lower levels of achievement in a variety of occupations, thus extending their employability range. We may designate this as "horizontal" training.

"Although innumerable occupations now exist for which industry can train recruits in a few days, a few weeks, or in a few months, many of the oldest trades still exist and new skilled trades steadily appear as the result of scientific research and invention. As long as America remains a nation of builders, it will continue to need many highly skilled mechanics and craftsmen."²

²The Advisory Committee on Education, *Report of the Committee*, 1938, United States Government Printing Office.

Individuals with greater capacities should be trained intensively to a higher degree of skill in some specific vocation. We may consider this as "vertical training." Both forms are possible and desirable in the institutional situation.

The Program Must be Based Upon Certain Limiting Factors

In prescribing a program for an individual inmate we must take into consideration the vocational placement opportunities of the locality into which he is to be paroled. Agriculture would be a questionable course for an inmate who is to be returned to the lower east side of New York City. Again, his previous vocational experiences will influence the nature of the training made available to him. The nature of his crime is of necessity a limiting factor in deciding the type of employment which he can reasonably hope to secure.

The Program Must Meet Institutional Needs

Vocational education within the correctional institution makes a definite contribution to more efficient maintenance and increased industrial production since both inmate skills and interests are enhanced by training. Industry long ago discovered that trained and interested workers decreased waste and increased output. Many corporations have established well organized training programs for their employees. In institutions, such programs lessen custodial problems. How much better it is to create worth-while, interesting, physical and mental activities as a substitute for the bitterness and vicious practices which frequently result from inactivity and the brooding introspection so common in many prisons.

"Moreover, during long periods of imprisonment, interests focused on worth-while activities leading toward self-maintenance are good antidotes for the morbidity resulting from the hopeless viewpoint of nothing ahead to plan for but future crimes and imprisonment."³

³*Report of the Commission for the Study of the Educational Problems of Penal Institutions for Youth*, Legislative Document No. 71, Albany, N. Y. 1937. p. 74.

Available Institutional Training Facilities Should be Utilized

In developing a program of vocational education within a correctional institution certain existing factors must be given careful consideration. All worth-while available facilities, which are of truly educational significance should be organized around educational outcomes.

The chief fallacy to be avoided is the time honored concept that if the inmate is employed at something, and makes no trouble, training for future employment is taking place. Men with capacities for training to a fairly high degree of mechanical efficiency may spend an entire prison term working at some purely repetitive job which has little or no training significance or placement value when he is released.

Among the facilities for training within the prison we may first consider the numerous maintenance jobs which are absolutely essential to the operation of an institution. Laundry, kitchen, cafeteria, bakery, tailor shop, janitorial work, barber shop, road building, various types of building maintenance and construction such as bricklaying, carpentry, electrical work and the like, all offer placement opportunities.

Again, these activities are not truly educational unless real training is offered. A system must be established which will insure a situation wherein each inmate is rotated eventually through all of the jobs and operations of the trade. He must be taught not only how to perform each operation effectively, but should also be enrolled in related subject classes or cell study courses where he learns the underlying principles of the processes he performs, in order that he may perform them more intelligently and with greater interest.

Many institutions conduct extensive agricultural activities. Here again training is not only possible but desirable. There are few institutional maintenance activities which do not possess training values when organized with that objective in view. Such a training program, properly administered, inevitably results in fewer custodial problems, increased output, and inmates better prepared for life in a free society.

The operation of industries within institutional walls is a difficult task. No longer is there any market for prison goods except for state use. Even this field of sales is under constant pressure from

labor groups and private interests. The range of products which may be manufactured is therefore limited. Again, production frequently dominates the training objectives. Where a wage is paid the prison worker, no matter how small the stipend, it is so welcome that the immediate short range viewpoint of pay dominates his long range viewpoint of being prepared for employment upon release.

Great care must be taken, if men are to be released from prison adequately trained, to assure that they are assigned to industrial prison jobs on a basis of individual training needs, capacities, interests, and in fields where employment is available in the locality in which they are to be paroled.

Further, rotation through all of the fundamental operations of the trade must be ultimately possible for those with the capacity to follow this sequence. Related training, either by class or cell study methods should be made available. Such a procedure, if properly administered, will not lower production but actually will accelerate it.

Additional Training Facilities Are Necessary

It must be remembered, however, that the maintenance and industrial facilities of the average institution are but a small sector of the range of occupations for which prison inmates may be trained. Some of the newer fields of employment offer much greater placement possibilities than many of the older vocations.

Although we must be alert to teach the newer trades offering placement possibilities as rapidly as they come to the fore, we must not be confused by the misleading publicity given some occupations. The well trained auto mechanic can master the intricacies of the Diesel motor with little effort, and air-conditioning in its various phases employs sheet metal workers, oil burner experts, refrigeration and maintenance mechanics. Further, most manufacturers of air-conditioning equipment usually prefer to train their own estimators and installation supervisors.

This does not mean that we should not offer courses on Diesel motors and air-conditioning. It simply means that these courses are of little value to men lacking previous experience or training in allied fields.

Some may state that vocational education programs have been in operation for a considerable period of time in correctional insti-

tutions without any really rehabilitative accomplishments to their credit. There is little evidence that any well-organized, functioning programs of vocational training have been in existence over any considerable period of time. The term vocational education has been applied to everything from hard repetitive labor to correspondence courses in no way connected with the inmate's past or current vocational experiences.

As will be indicated later in this chapter, vocational education in its modern sense must be a thoroughly integrated, well organized, purposeful process.

Certain Techniques May be Utilized in Developing the Vocational Program

No program of vocational training within the institution can be effectively operated without the cooperation of the entire institutional personnel.

One of the first steps in organizing a program is that of familiarizing the staff, from the warden or superintendent down to the last guard, with the objectives of the program. The "status quo" is frequently "holy writ" in many institutions. There is always the fear that any change may stir up the sleeping spectre of inmate turmoil. He who would modernize any prison educational program must first prove that such a program will assist the staff in operating the institution more efficiently.

The next logical step is a survey of the inmate group to determine the ranges of mental capacities, previous occupational experiences, types of crime, placement opportunities of the localities to which they will be released, and similar data essential to the determination of a desirable vocational training program. Once we have determined the content of a desirable program of vocational training we are faced with the problem of available facilities in the way of time, space, personnel, and equipment.

Every institution requires a certain percentage of inmate time for maintenance needs. This varies greatly according to the immediate needs of the situation. A new institution may have considerable grading to be done; another has a large farm. It is well to know at the start how much inmate time is really available for the educational program. Some of the maintenance work is seasonal. This will influence the distribution of the time available for training. Again, some of the maintenance work may be utilized

for training purposes, and some may have little or no educational significance. No successful program can be developed until the time factor is well analyzed; otherwise, the program of training will be in continual conflict with maintenance requirements and subject to constant interruptions.

The need of space for training purposes is a vital one. Some institutions have well planned school and shop buildings. Others have unused space which may be adapted to training purposes. Existing maintenance or industrial shops may frequently become training centers by the addition of a few arm chairs and a blackboard. These should be made available for demonstrations and related vocational class groups. Such classes should be scheduled at periods which will not conflict with institutional organization or production needs. A classroom may be partitioned off at the end of a shop, or a section of a basement or corridor may be adapted for training purposes.

Funds available for educational purposes in the institution are usually limited. It therefore becomes imperative, before promoting a vocational education program, that a careful study be made of the institutional floor plans and some long range planning, as to available space, be undertaken. Where a vocational school plant becomes possible, it is recommended that the building be such that adequate light, good ventilation, and above all flexibility of construction be provided. Partitions should be movable in order to meet the inevitable changes in space requirements which will follow.

No satisfactory educational program can be accomplished without an adequately trained personnel. A vocational director or supervisor is essential to a smoothly functioning program. If funds are not available for the employment of such an officer, some employee who is truly interested in the development of a vocational program should be given the authority and responsibility for its promotion. In any case, the man given such responsibility should be familiar with the techniques of vocational education procedures. If this is impossible, training should be acquired after he is assigned to the job. He should also have a background of trade experience which will gain the respect of the various teachers and tradesmen with whom he must work.

It is usually desirable to secure two types of trades teachers. First, the skilled craftsman who teaches the trade skills and information specifically related to those skills and, second, the related

subjects teacher who teaches the trade blueprint reading, drafting, mathematics, estimating, and the general science basic to a comprehensive grasp of the trade processes.

Well trained vocational teachers should be employed wherever possible. A state-issued vocational teachers certificate is desirable. In many cases, due to limited funds, it is necessary to utilize guards in charge of various maintenance or industrial activities. In this case a course of vocational teacher training is essential. It is sometimes possible to secure the cooperation of the vocational education division of the state university or of the state educational department in conducting vocational teacher training classes.

The assigning of a qualified guard to a teaching position need not of necessity increase the operating cost of an institution. A carefully organized schedule may result in as many men in training under the custody of a guard as would be the case if the men were breaking rock under the same guard's supervision. The same situation is possible if the inmates are under the instruction of a well trained teacher.

In some situations, due to limited funds and a lack of civilian personnel, it has been found necessary to utilize inmates as teachers. The first difficulty is that of securing skilled tradesmen from among the prison population. The second is that we must consider other vital factors in appointing inmates to teaching positions; for example, such elements as emotional instability; sex perversions; internal group stresses (cliques and gangs); the proverbial prison fear of "sticking one's neck out;" the prison-wise concept of keeping one's mouth shut; the racket organizer; the rapist; and many other factors which limit the selection of inmate teachers.

In receiving prisons, where a careful selection is possible, inmate instructors who are adequately prepared have proven to be satisfactory and have developed some excellent programs. A program of vocational teacher training is necessary for inmate instructors if teaching efficiency is to be achieved. This has been accomplished in New York State through the preparation of a handbook by the State Department of Correction, covering the best methods and procedures for conducting a vocational training program. The issuing of this handbook was followed by group teacher training conferences with the inmate staff and individual supervision on the job.

Summarizing, a functioning program of vocational training requires a trained teaching personnel. It is preferable to employ

trained teachers. If this is not possible, guards and employees skilled in a vocation may be utilized and trained upon the job. As a third and least desirable alternative, inmates with previous vocational experiences may be selected and trained in service.

The matter of equipment is of vital importance. Existing maintenance and industrial equipment should be used wherever possible. Unfortunately, the activities in all vocational fields within a prison seldom cover the range of vocational activities found in the outside world. This means that equipment must be augmented by additional units until a range of experiences is made available which will be adequate for a well rounded vocational training program.

Where adequate funds are not available there are frequently ways of expanding a program with the minimum outlay. In one institution where a course in refrigeration maintenance and air-conditioning was desired, a fund of one hundred dollars purchased four used electric refrigeration units. With this start, through the donations of various manufacturers, a well equipped shop is now in operation including an air-conditioning unit built by the inmates.

Certain Techniques Are Essential to the Organization of the Teaching Process

One of the first steps in the determination of the teaching content of any trade is a trade analysis. A trade analysis is simply a determination of the trade operations and related information facts which a worker must know to be proficient in that vocation. It becomes the teacher's guide of what he must teach. Illustration I shows a part of an analysis of the automotive mechanics' trade.⁴

Most trades have been rather well analyzed by federal, state, and city vocational education departments. Copies of these may sometimes be secured and save considerable time in preparing an analysis for the institution. One of the chief advantages in having an instructor make his own analysis is that he must think through his subject in logical teaching steps.

Following the analysis it becomes desirable to develop organized instruction sheets. Most individuals learn at different rates. Every

⁴With the exception of Illustration III, all the following illustrations are taken from *A Handbook of Methods for Vocational Teachers* by Howard L. Briggs. Mimeographed, State of New York, Department of Correction, 1937, 59 pp. Illustration II is taken from *An Educational Program for Fire Fighting and Fire Prevention in New York State Correctional Institutions* by Howard L. Briggs, State of New York, Department of Correction, Mimeographed, 62 pp.

Illustration I
VOCATIONAL, TRADE ANALYSIS
 New York State — Department of Correction
 Division of Education
 Instructor JOHN BROWN

Sheet No.

INSTITUTION

Trade: AUTOMOTIVE MECHANICS

Block Title	Operations or Type Jobs	Tools, Materials and Equipment		Related Technical Information				Related Guidance Information, History, Present Conditions and Future Trends of the Trade
		Item	Care	Science	Drafting and Blue Print Reading	Safety and Hygiene	Mathematics	
Frame	A. Straightening a bent frame (type job) <i>Operations</i> 1. Clear frame of all parts at point of damage. 2. Use screw jack and chain to bring bent member into alignment. 3. (Heat with torch only when necessary) 3. With bending bar, hammer and block straighten and level out bent flanges of channel sections. A. Removing springs <i>Operations</i> 1. Block car 2. Jack up frame 3. Remove nuts and bolts where springs are fastened to axle.	Frame Jack Sledge Blocks Chain Bending bar 24" Wrench Welding Torch Straight edge Square Rule	Do not heat frame unless necessary. In using sledge hit surface squarely. Use care in handling straight edge and square. (Dropping a square once will get it out of square)	Effect of heat upon strength of steel alloys. Torsion factors in frame design.	Study of frame layouts.	Be careful to block car completely.	Figuring labor costs on non-standardized jobs.	Study of accident costs in relation to hazards resulting from the careless rebuilding of wrecked cars. Study of the used car business and its relation to the sale of new cars.
Springs		Carrier 3/4" Hammer 6" Comb Pliers		Levers, action of springs. Spring alloys. Effect of lubrication on spring action.	Sketch in types of spring suspension.	Use of cotter pins and nut locks. Safe use of Jacks.	Calculating carrying capacities of springs.	

inmate cannot secure experience on the same machine or use the same special tool at the same time. Maintenance or production jobs seldom become available in the most desirable sequence. Vocational teaching, therefore, becomes a more or less individualized process. Class discussions on certain phases of the trade are desirable, group demonstrations are advisable, but in the main each inmate will be working independently and should have well organized instruction sheets to follow. These should be written in simple English and well illustrated. They should indicate clearly how, in the shortest possible time, a trade operation may be performed in the most efficient manner.

Instruction sheets are usually of four types. An "operation sheet" is limited to a specific trade operation. In the bricklaying trade the sheet might cover "How to Spread Mortar." A "type job" covers several operations and may refer in its content to several previously learned operation sheets. Again referring to the bricklaying trade, a type job sheet might be "How to Lay a Flemish Bond." A third is the "related subject sheet," which covers basic related information. In the painting trades such a sheet might cover "Causes of Peeling, Blistering, and Powdering of Painted Surfaces." A fourth sheet is an "assignment sheet." This may list selected pages of references or study materials covering a specific subject, together with questions to be answered as a result of the study.

Instruction sheets are frequently mounted on wallboard and lacquered in order that they may be used over long periods under shop conditions. They are frequently indexed in specially constructed shelves and issued from the tool room as needed, although they may be issued by the instructor, or withdrawn from the shelf by the inmate. Sheets are sometimes enclosed between two sheets of celluloid and clipped on a board mounted above a machine so that they may be followed by the worker as he operates the machine.

Illustrations II, III, IV, and V show samples of the various types of instruction sheets.

Progress records are essential to any real program of progressive vocational training. Practical shop jobs seldom are available in the desired sequence. No instructor can have completely in mind the history of the skills acquired by his training group over a long period. A progress record is simply a device listing the numbers or names of the class group in a column down the left of the page and the basic operations or units of related information across the top

Illustration V
 ASSIGNMENT SHEET
 New York Vocational Institution
 Machinist Trade

We are living in a mechanical age. Machinery is everywhere. Almost all of the luxuries and necessities of life are made by machinery. The machine shop is the center where all of these wonderful machines are produced.

A machine shop is the place in which metal parts are cut and finished to the size required, and assembled to form mechanical units or machines, from specifications and designs prepared by engineers.

The equipment of a typical machine shop consists of certain standard machine tools, the type and size depending upon the product of the shop. The shop's equipment further includes the tools used at the bench or on the floor. It includes adjusting and measuring tools, work benches and tool holding accessories, and the small tools used in the machines.

Assignment:

1. List ten necessities and ten luxuries made by machines.
2. List the names of six machines usually found in machine shops and briefly indicate their uses.
3. List six bench tools and their uses.
4. Is the automobile a necessity or a luxury? Why?
5. Which individual do you consider to be more important—the designing engineer or the skilled machinist? Could one work without the other? Give your reasons.
6. Has the machine age helped or injured the economic progress of man? Give your reasons.

References:

- "Machine Tool Operation," pages 1-4, 5- Sec. 2.
 "Men and Machines."

of the page. No matter what the sequence of the jobs undertaken by the inmate, it is possible to grade his accomplishment and present an accurate statement of the skills which the inmate has mastered to the Parole Board or a future employer. This device prevents the instructor from failing to teach all of the basic trade operations, makes it possible for him to teach each one at the most convenient time, and acts as an incentive to the inmate to learn as rapidly as possible. There are many possible variations of the progress record. Colored gummed stickers with colors based on the quality of the work accomplished are sometimes used. Colored pegs in drilled wallboard have been used also. Sample progress record forms are shown in Illustrations VI and VII.

Instructional materials of many types are available and useful. Free publications and wall charts of real educational value are obtainable from manufacturers of various products and equipment. Cross section models may sometimes be secured or constructed. Strip film and motion pictures covering a wide range of industrial

Illustration VI

PROGRESS RECORD
 NEW YORK STATE

TRADE - PATTERN MAKING										
List Instruction Unit Titles on the diagonal lines. Operations Type Jobs Related Information NAME	Block Title	A TOOLS						B MAC		
	Unit Number	1	2	3	4	5	6	1	2	
Unit Title		Use of Layout Tools	Use of Measuring Tools	Use of Planes	Use of Gauges	Use of Parting Tools	Operate a Lathe	Operate a Band Saw	Operate a Circular Saw	Operate a Drill and Boring
John Doe	G		FG	E	G	FG		E		
Will Smith		E	PF		G			E		
Frank Brown	F	FG		P		E	E			
Peter Thomas	G	E	G	E	E	G	E	E	G	FG
Alfred Cook	F	G	G	FG	PF	E	G	G	G	G
Lucas Donovan	G		F	E	G	G	G			
Ralph Goldstein	E	E	G	E	G	E	E		G	
Bill Jones	PF	PF	G	G						
Fred Walters	G		P		F					
Patrick Ryan		E	FG	G		G	F	G		
Pat. Hayes	G	FG	G		F	E				
Theo. Abraham	E	E	G	FG	P	G	G			
Albert Graham		G	FG	G	G		G			
Merry Barnes	E		E	G	G					
Joseph Danesh	G	G	PF	E		G		G		

SAMPLE SECTION OF GROUP PROGRESS RECORD

Note that grades have been entered in the order of productive jobs available and those inmates with low grades have had the opportunity to repeat the operation and improve their grade.

Illustration VII

INDIVIDUAL PROGRESS RECORD

VOCATIONAL EDUCATION DEPARTMENT

ELMIRA REFORMATORY

- Book Bindery Progress Report -

Cens. No. _____ Name _____

Entered Course _____ Finished Course _____

Number	PROJECT AND PROCESSES	Quality of Work				Speed at Production			
		E	G	F	P	E	G	F	P
Operations in Forwarding									
1.	Folding								
2.	Pressing								
3.	Making wasteleaves								
4.	Sewing								
5.	Sewing								
6.	Lining								
7.	Trimming								
8.	Gluing								
9.	Rounding								
10.	Sprinkling								
11.	Cutting leather and cloth								
12.	Making blankbook boards								
13.	Forming backs								
14.	Binding								
15.	Placing boards on book								
16.	Putting book on leather or canvas								
17.	Stapling								
18.	Backing								
19.	Head bands								
20.	Siding up								
21.	Fasten down								
22.	Case in								
23.	Covering book when done								
24.	Facing								
25.	Indexing								
26.	Perforating								
Operations in Binding									
1.	Adjusting feed boards								
2.	Setting pens								
3.	Adjusting strance								
4.	Adjusting rite roll								
5.	Setting for strike								
6.	Setting case for strike								
7.	Adjusting fly boy								
8.	Placing fitnrels for colors								
9.	Making ruling pen								
10.	Joining paper								
11.	Setting pens								
12.	Cleaning pens								
13.	Stringing machine								

processes may often be secured for the express or mailing cost. Wall charts visible to an entire class may be made within the institution and are most useful in explaining a trade process or operation.

One instructor of carpentry, having difficulty in teaching saw filing, made enlarged wooden models of rip and cross cut saw teeth. A gasoline motor was cut into sections by an automotive class in order that its operation and firing order might be better visualized.

Where demonstrations are given, a lesson plan outlining the procedures to be followed in "putting over" the information should be developed preceding the actual presentation. Illustration VIII presents a sample lesson plan.

Illustration VIII
TEACHER'S LESSON PLAN

Subject: CARPENTRY
Unit: Abrasives

Teacher: JOHN BROWN
Date: April 1

- Lesson Objectives: To teach the nature and proper uses of various abrasives used in the carpentry trade.
- Preparation: Rough sand two boards. Carefully finish one of the boards with fine sandpaper. Apply dark stain and wipe both boards. Have group carefully examine the results.
- Presentation:
 - Which board looks the better?
 - Can you get a good finish on a poorly sanded piece of work?
 - How does sandpaper cut the surface?
 - Which sandpaper "worked" the fastest?
 - Does each sandpaper have a different function?
 - Is it important that we know the nature and uses of each abrasive used in the trade? Why?
- Application: Explain from chart and samples how the different types of abrasive paper are manufactured. Present sample book of various types of abrasives. Discuss and demonstrate the proper uses of each type of abrasive. Pass out related information sheets on abrasives and trade handbooks. Allow a ten-minute study period. Conduct a ten-minute question and discussion period.
- Present related information test sheets. Grade results.

Materials and Equipment to be Used
Two pine boards (teacher demonstration) Sandpaper
Brown Stain: Brush and wiping cloth

References to be Used
Related information sheet on abrasives.
"Abrasive Papers and Cloths,"
"How to Sharpen,"
"Sandpaper Grows Up,"
"A Lecture Course on Coated Abrasives," (Behr-Manning Company, Troy, N. Y.)
Sample Set of Coated Abrasives and Wall Chart of Coated Abrasives, (Behr, Manning Company, Troy, N. Y.)

Tests of various types are most desirable. True and false statement tests may be quickly filled out and serve as a rapid check of inmate accomplishment in the way of related information. Self-grading devices enable an inmate to satisfy himself as to his accomplishment by comparing his work to graded samples as standards. Sample test sheets are shown in Illustrations IX, X, and XI.

Illustration IX

TEST SHEET

Vocational Education Department

Elmira Reformatory

Automobile Engines

Automotive Shop Theory

1. T There are three ways used to fasten wrist pins, pistons, and connecting rods together.
 F
2. T Cast iron pistons should be heated to about 200 degrees, to more easily press out wrist pins.
 F
3. T In the floating type of wrist pin, the pin is not fastened in either the piston or connecting rod except by a lock to protect cylinder walls.
 F
4. T If the bushing is new and after being pressed in the piston is too tight for the pin, it should be filed until wrist pin enters snugly.
 F
5. T There must always be two bushings in the piston for the movement of the connecting rod.
 F
6. T Retaining locks on some wrist pins are there for the purpose of holding the connecting rod in position on the wrist pin.
 F
7. T End play in a cam shaft is caused by worn bushings.
 F
8. T The only precaution necessary when removing a cam shaft is to mark the gear accurately so its position will be the same to the other gears when assembled.
 F

Directions: Check (✓) T if statement is true; check (✓) F if statement is false.

In some situations cell study through materials organized within the institution or through commercial correspondence schools may prove effective. In one institution an inmate was selected from each maintenance and industrial activity to enroll in a correspondence course pertinent to the trade he was following. He was given definite periods within the school to work upon these courses under the direction of the related subjects teacher. Upon completion of the course he became the instructor of other inmates within his shop who desired to enroll in the same course.

Illustration X

TEST SHEET

Wallkill Prison

Section 8—Materials of Plaster (Related Masonry)

Unit 4

Lesson 1

Keene Cement

1. What is the main ingredient of Keene cement?

2. If a Keene cement surface failed to harden, what might be the cause?

3. What is the most common cause of Keene cement map cracking? How can it be prevented?

4. If Keene cement crazes or pops loose from its brown coat, what is the usual cause?

5. Make a list of ten jobs upon which it would be advantageous to use Keene cement.

1. _____	6. _____
2. _____	7. _____
3. _____	8. _____
4. _____	9. _____
5. _____	10. _____
6. Describe how you would apply Keene cement so that it would be satisfactory.

Illustration XI

SELF RATING CARD

WALKKILL PRISON CARPENTRY DEPT.				
Check your job for these points				
	POOR	FAIR	GOOD	EXC.
1. How are the joints?	4	6	8	10
2. Is the work clean?	4	6	8	10
3. Is it damaged? (Warmer marks etc.)	4	6	8	10
4. Are the dimensions accurate?	4	6	8	10
5. Is the work square?	4	6	8	10
6. Is it level & plumb?	4	6	8	10
7. Is it to line? (straight)	4	6	8	10
8. Was your planning good?	4	6	8	10
9. Did you conserve the material?	4	6	8	10
10. Did you make good speed? (time)	4	6	8	10
IF YOU SCORE 90 - 100 your grade is A				
80 - 90 " " " B				
70 - 80 " " " C				
60 - 70 " " " D				
50 - 60 " " " E				

The purpose of a self rating card is to develop in the mind of the student an appreciation of quality workmanship and speed.

One method of grading is to have the student check his work against samples of four grades of workmanship mounted on a wall panel for comparison.

Supervised study periods for those enrolled in correspondence courses is a satisfactory device. In one prison industry, inmates enrolled in correspondence courses are given a special period of instruction each week in the shop by the shop foreman and the related subjects teacher.

The value of vocational cell study courses is doubtful unless the inmate has had previous experience in that trade or is employed in it within the institution. Such courses should be augmented by some form of individualized instruction and help.

The development of cell study courses requires a program of guidance, publicity, and an office organization insuring prompt distribution, grading, advice, and follow up. Most commercial correspondence courses require auxiliary instructional materials to be used to best advantage in the prison.

In conclusion, a program of vocational training within any correctional institution is feasible, possible, and desirable. Its scope will depend upon the funds available and the initiative and ingenuity of the staff. It should be developed with caution, care, and judgment. Once started, like the proverbial snowball, it will gradually grow, and that which at first seemed impossible becomes a reality. Finally, it must always be remembered that the inmate group has an uncanny knack of distinguishing between window dressing and the real thing. Give them a bonafide program and they will respond to it.

CHAPTER XI

PHYSICAL EDUCATION AND RECREATION

by

John Law

Physical and Recreational Director
Woodbourne Institution for Defective Delinquents
Woodbourne, New York

L. W. Davis

Second Assistant Superintendent in charge of
Physical Education and Recreation
Walkkill Prison, Walkkill, New York

Gerald Curtin

Acting Director of Recreation
Sing Sing Prison
Ossining, New York

Recreation is a growing force in the rehabilitative treatment of criminals. It was introduced in many institutions with something of a 'tongue in the cheek' attitude. Some prisons have adopted the practice of permitting recreational activities as a short-cut to the solution of disciplinary problems. In others, physical education has become a measure for improving the general health of inmates. But these are not the most important purposes of physical education and recreation in correctional institutions. Physical education and recreation serve most usefully when correlated with the whole prison program and when regarded as a necessary part of constructive treatment. The need for recreation has always existed but the recognition of that need was left to the individual discretion of the prison administrator until recent improvement of educational programs paved the way for a more enlightened point of view relative to the aims and methods of recreation in correctional treatment.

Many of those sentenced to prison have had, at the least, a limited amount of education and industrial training, but the extent of their recreational training has been greatly restricted. Usually, whatever training they have had has been so limited that it has had but little effect in equipping them properly for successful living. Some prisoners show definite interests and aptitudes but no coordination of purpose. Many are emotionally unstable. Very few have any ability to use their leisure time constructively.

Recreation in the prison must contribute toward emotional stability and provide a compelling incentive for developing proper social attitudes.

The education of any individual is incomplete if it has been wholly concentrated upon one phase of his development. When he spoke at a meeting of the Regional Recreation Association, Dr. Walter M. Wallack, Director of Education in the New York State Department of Correction, told the assembly:

"There is a very close relationship between education and recreation. In fact, in my opinion, they are inseparable because recreation is education—at least a type or form of education. It is important to integrate all types or forms of education, that is, all educational activities. We set up standards of perfection for our educational goals and while we are working towards these we aim toward a single purpose, the all around development of the whole individual. The end product of the integrated educational program is, we hope, the integrating personality. Unless one is an integrating personality he cannot be wholly useful and as a result is not likely to know the contentment and peace of mind that come from being a useful part of his group, wherein cooperation is the main force."

Naturally, these principles apply to the education of the man in prison just as they do to the man in free society. That is why physical education and recreation should be an integral part of the rehabilitative program in any institution.

General Aims and Objectives of Physical Education, and Recreation in a Correctional Institution

Physical education establishes a means of participation in activities that promote health, muscular skills and beneficial attitudes. It develops proper habits of physical and mental alertness and response, awareness of body functions and purposes, and an interest in general well-being. Physical education provides an outlet for energies that suppression would turn into undesirable channels.

Nature has created the human being with certain faculties as well as the means for making use of them. But she has made no special provision for the curtailment of these faculties when a man is serving a term in prison. They cannot be pigeon-holed along with his personal possessions by the receiving clerk to be returned to him upon his release from the institution. If the exercise of normal physical functions is reduced wholly or in part, prison

- B. Outdoor physical activities
 1. Outdoor calisthenics: drill work, pyramiding, medicine ball, etc.
 2. Team play: outdoor basketball, volleyball, punchball, baseball, softball, soccer, football, touch football, tug of war, etc.
 3. Individual sports: boxing, track and field, swimming, handball, horseshoes, bocci ball, etc.
 - C. Hygiene
 1. Lectures and class-work
 - D. Corrective physical education
 1. Remedial treatment: corrective exercises, apparatus work, bar bell work, etc.
- II. Recreation
- A. Free play activities
 1. Sports: basketball, volleyball, baseball, softball, soccer, football, boxing, wrestling, track and field, handball, horseshoes, bocci ball, swimming, etc.
 2. Social games: ping pong, card games, checkers, chess, dominoes, novelty games, etc.
 3. Hobbies: craftwork, including woodcarving, metal work, leather work, ship modelling, etc.
 4. Club activities: stamp collecting, natural history, taxidermy, sketching, modeling, painting, etc.
 5. Musical organizations: orchestra, band, glee club, community singing, etc.
 6. Theatricals: stage plays, minstrels, musical shows, amateur hours, etc.
 - B. Entertainment and amusement
 1. Lectures
 2. Moving pictures
 3. Radio
 4. Library
 5. Inmate Periodicals

An Evaluation of Activities in Terms of Their Worth in Securing Expected Outcomes

Physical Education

Indoor physical activities must necessarily comprise a large part of the program, especially in those sections where weather conditions limit outdoor activities. *Gymnasium work* should, in any event, be a year round project since it is fundamental training for more advanced forms of participation and because it lays particular stress on all-round physical conditioning. It provides the groundwork for leisure time activities. The more specialized branches of gym work, including *tumbling*, *stunts*, and *apparatus work*, broaden

the field of individual participation. *Bar bell work*, or weight-lifting is sometimes frowned upon due to a popular misconception of its value. So much of it has been done without proper supervision and training that there has probably been more abuse than constructive use of the bar bells. Lifting weights without a thorough understanding of muscular reflexes and the proper application of tension places a strain on vital organs that may cause permanent damage. Instruction should be given only by an instructor with a thorough knowledge of correct procedures and classes should be subject to constant supervision. Provided that there is compliance with these rules, weight-lifting can produce astounding results in muscular development and complete physical reconditioning.

Team play and individual sports are an important part of indoor and outdoor physical activity from the standpoint of health and mental adjustment. Team games such as *basketball* and *volley ball* have the essential features of teamwork, hard exercise and competition. *Boxing* is an excellent institutional sport. It has a large degree of spectator and participant interest and has a particularly beneficial effect on the individual who is bolstered up by too much belief in his physical superiority. Conversely, it develops self-reliance and confidence where those qualities are lacking. Care must be taken to avoid the formation of 'stables' and their attendant evils in conducting this activity. *Wrestling* has values similar to boxing. *Handball* has fine physical values and intense competitive spirit. It is highly popular among the inmates and extends into future leisure activity. *Swimming* tones up the physical condition and mental attitudes of the entire population. Instruction should be given by one certified in life saving and tests may be given inmates who qualify. As future recreation, it is one of the best of all activities.

Outdoor physical activity should be indulged in whenever and wherever possible. The extra benefits of fresh air and sunshine supplement other health values. Classes in *calisthenics* can easily be conducted in the recreation yard. In addition to certain of the team games that may be played either in the gymnasium or out-of-doors, there are the highly desirable seasonal games which increase the scope and interest of a program. Since *baseball* is the national game, is more available for spectatorship on the outside, and facilities for engaging in baseball are likely to be found in the majority of institutions, it is usually a featured part of the recreational program. It falls somewhat short of other team games because individ-

inmates are bound to return to society unfit for community life. One of the aims of physical education in the institution is the maintenance of normal functions. It has still greater significance when used as correctional treatment for men who, on the whole, have given little time or thought to their physical welfare.

In general, the recreation program may serve to teach and encourage the development of proper social habits and the right use of leisure time. Many valuable lessons in cooperation, respect for authority, and regard for the rights of others can be an outcome of proper recreational activities. They can bring out and develop latent qualities of courage and sportsmanship and contribute to the subordination of personal interests to those of the group.

Recreational activities help provide the foundation upon which the reconstructive efforts of education and vocational training can build a permanent structure. As a medium for physical activity they promote the general health of the population. They provide emotional outlets which make for a more receptive mental attitude. Most important of all, they establish situations for the development of social consciousness. There are greater possibilities for creating an understanding of fair-play and responsibility in the group as well as in the individual by participation in games and other forms of recreation than may be found in the customary classroom procedure.

Expected Outcomes of the Physical Education and Recreation Program

What physical education can do for the man in prison is important but what it does for him after his release is the ultimate reason for its existence. There can be no denying the fact that poor health and faulty physical development reduce the parolee's possibility for securing employment and for remaining employed. Physical education, by preparing each inmate for parole, gives him a better chance in the field of honest competition. In turn, this will tend to lower the percentage of parole violations for which unemployment is often the cause.

Athletics and sports have value as recreation and as physical education. They highlight the program and are an effective way of ensuring spontaneous participation by large numbers and make for continuity of interest. Team play applies the principles of physical education to organized sports and translates them into

conscious endeavor to succeed through physical strength and acquired ability. Team games teach a man to think quickly and improve his judgment of situations. They develop character and a sense of responsibility. In a recreational sense they are of particular value in arousing interest in wholesome leisure time occupations that will carry over in active participation or spectatorship when the inmate is once more on the outside.

Corrective physical education, that is, physical education with a view to correcting physical defects, has a special place in the institutional program. Many inmates show retarded physical development or specific weaknesses that can be overcome by prescribed functional exercises. Criminal tendencies are often directly traceable to organic disturbances or faulty development. The outcome of corrective treatment for such cases has definite rehabilitative possibilities.

Recreation should be regarded both actively and passively for a full comprehension of the valuable outcomes that may be derived from a systematic program. When dealing with a prison population there must be non-participants who, because of age or other conditions, cannot take an active part in the program but for whom it has certain values as a spectator. At various times the entire population, except for players on competing teams or those engaged in providing entertainment, shares in these spectator values.

A Classified List of Activities in Physical Education and Recreation

There is no arbitrary formula for a program of activities in a prison since each institution is so entirely different in physical set-up, routine, and size and type of population. What is imperative is the thoughtful arrangement and direction of a program to utilize the material available for the best good of the greatest number of inmates. The following classified list gives a comprehensive summary of the component parts of a workable program:

- I. Physical education
 - A. Indoor physical activities
 1. Gymnasium work: calisthenic drills, stunts, tumbling, pyramiding, bar bell work, medicine ball, etc.
 2. Team play: basketball, volleyball, punchball, techniques of outdoor team work, etc.
 3. Individual sports: track and field, boxing, wrestling, swimming, handball, horseshoe pitching, etc.

ual effort is stressed to a greater degree but it can, and does, bring out the importance of fair play, of initiative and endeavor. *Softball* is a good substitute for baseball where the recreation yard is too cramped for the harder-hitting game. It is a particularly good game for the less active inmate. Due to its wide popularity in communities all over the country, there is a sound argument in favor of softball as preparation for future leisure activity.

Football is the sport best calculated to bring out the qualities that it is desirable to encourage in readjusting inmate personalities. It is necessarily limited to a comparatively youthful group, but the young offender has greater possibilities for responding to corrective influences. Football is the most highly organized of all team games. No other sport demands the same degree of discipline, the same degree of cooperative effort as does the game of football. The player faces situations and problems on the football field that are a challenge to whatever is best in his nature. He learns lessons that he is not aware are being taught him—and applies them subconsciously to the life situations that face him off the playing field. There has resulted marked evidence of increased receptivity and personal readjustment on the part of inmates who engage in this sport. Conduct records of the population at large in institutions where football is played show a definite improvement in behavior.

Track and field events are good for the development of stamina and individual ability. Institutional records of past events provide standards to approximate or surpass, and records of college and Olympic champions for the purpose of comparing time and distances add interest and incentive. *Horseshoe pitching* and *bocci ball* foster interest in personal skill. The inclusion of sports of this type is important in rounding out the program so that it will reach every inmate no matter what his capacities or interests.

The question of compulsory military training is debatable. In reformatories it may be a definite factor for good. The rigorous training it involves supplies the disciplinary element whose lack is one of the reasons for youthful committments. Physically and psychologically it creates a response to the neglected qualities of obedience and respect for authority. For this reason, military training may have great value for mentally deficient inmates who learn best through repetition. As regards an older population, or inmates of average or better than average intelligence, it may be good disciplinary treatment but the fact of compulsion works against the success of constructive outcomes and the ultimate good

that comes from spontaneous effort rather than from enforced routines. However, the fact remains that in the game of life habits of action based upon deliberate judgment and reasoning are more important than those which come from automatic response.

Weekly classes in *hygiene* can help tie up the physical education program with health education. If the course in hygiene is handled in such a way as to dramatize the importance of health and the avoidance of abuses that undermine physical and mental stability it is possible to create in the inmate a new consciousness of his body and its purposes. A card index system whereby physical examination records of each inmate are available to the recreation office acts as a check on the fitness of the inmate to participate in strenuous activities as well as an indication of his progress.

Corrective Physical Education

Among inmates there may occasionally be found men who are physically perfect specimens of manhood. Many, however, fall very short of standard both as to physique and general good health. The value of *corrective* and *remedial exercises* is unquestionable. *Weight-lifting* and *apparatus work*, under proper supervision, can likewise be effective. As a forceful instrument in correctional treatment they bring about psychological as well as physical changes where their use is recommended and encouraged.

Recreation

Many of the physical activities already discussed may be regarded as recreation when classed as *free play activities*. Free play is voluntary participation in games, sports, hobbies or club work during the hours when the inmate is neither confined to his cell nor engaged in other phases of institutional routine. League, intramural and institutional team competition are included in this category. Competition gives life and zest to a program and keys up interest to the desired pitch of continued participation. Outside competition is especially valuable. Inspection of the visiting players and their equipment by a supervising officer eliminates any risk of smuggling in contraband goods for an inmate. The contact with players on an outside team is of special benefit in exemplifying the idea of fair play. It demonstrates to the inmate that he is well equipped to join in communal activities, by setting up a standard of comparison. Moreover, the inmate is not expected to confine his later recreation to association with parolees and former convicts. On

the contrary, such association is very much restricted. In bringing in teams from nearby communities, we approximate as nearly as possible future recreational activities. Visiting teams are interested in booking games and they, too, receive a stimulus toward a better appreciation of penal objectives through this agency.

Participation in *social games* with instruction as to rules and techniques centers interest on wholesome forms of diversion and carries on the socializing process. The formation of leagues in the more popular games makes for their widespread popularity. *Ping Pong* has become a particularly well liked pastime in institutions and has fine physical as well as recreational values.

The formation of *clubs* and a *hobby shop* for the promotion of special aptitudes should be included in every recreational program. Instruction in *craftwork* develops special skills and has creative values for maladjusted personalities. It is occupational therapy in a modified form and releases pent-up energies through constructive projects. *Stamp* and *natural history specimen collecting* are another means of establishing new interests and leisure time occupations. *Taxidermy* is instructive and like many avocational pursuits has definite vocational possibilities. Certain branches of art can be encouraged through club units. *Sketching, modeling, painting* and allied subjects afford a means of self-expression as well as of acquiring technical information.

Music has emotional appeal and frequently evokes a responsive attitude on the part of men who fail to react to other stimuli. Provision should be made for training and practice in *orchestra* and *band* work under a trained civilian leader. When an inmate shows talent and is given an opportunity to develop his technique, there is a possibility of his entering the musical field professionally when paroled. Records show instances where this direct rehabilitation has taken place. The band and orchestra should be given an opportunity to play in concerts, at entertainments and at athletic contests. *Glee club* work and *community singing* offer means of musical expression to those who are uninterested in instrumentation but who may derive similar benefits from choral exercises.

Dramatics should come under the supervision of a trained coach if it is to be made really worthwhile. Its immediate value lies in the development of poise and memory habits while the technical training in stagecraft, scenery design, make-up and lighting may result in permanent hobby or vocational pursuits. The staging of *amateur theatricals* is good diversion and provides entertainment

for the inmate body on special occasions. In almost any institution there is a plentiful supply of singing, dancing and comedy talent. Minstrels, musical shows and variety programs can be produced at frequent intervals. At Walkkill monthly amateur shows are featured while Elmira Reformatory has had a regular weekly broadcast of inmate talent over the local radio station.

Entertainment has a considerable place in recreation. It is a means of release from the mental disturbances of prolonged confinement. *Motion pictures* are shown in practically every institution in the country. They provide the emotional relaxation that is nowhere more salutary than in institutional life. *Radio* is instructive and entertaining and is another means of normalizing life for the inmate and of instituting normal mental preoccupations. Many prisons have radio outlets in each cell and selected broadcasts are relayed to the population. Regular use of the auditorium for *lectures* and talks by men in various fields is of special importance, particularly when followed by a forum conducted by the speaker so that there may be free discussion of the subject. Whether the address is of a practical or purely inspirational nature, these talks are stimulating to some proportion of the inmate body, resulting in awakening new interests or creating the desire for achievement.

Reading is as much a form of recreation as any of the other activities sponsored by that department. The prison *library* should be accessible at stated periods for personal selection of books. Choosing a book from a list of those available will not encourage reading habits nearly as effectively as browsing among the shelves. Formation of reading habits in prison has cumulative benefits in developing broader interests and wider general information. *Inmate publications* provide an avenue of self-expression for those who enjoy putting their thoughts and impressions on paper.

Ways and Means of Organizing and Conducting Activities

The period of time for individual participation in the physical education and recreation program varies according to the extent of industry, educational and vocational work provided. No prison routine should be so inflexible as to offer a serious drawback in the allocation of sufficient periods of time, space or funds for effective work in physical education and recreation. Certain hours each week should be set aside for required participation in the physical

education program. Designation of groups, comprising men who work in the shops or on other institutional assignments, to hours regularly scheduled simplifies administration.

Free time or free play activities are carried on after the shops are closed, during the evening hours and on week-ends. In almost every institution shop and school, work is shut down over the week-end period. It is during this time with its let-down from daily routine of work that the inmate chafes most at the restrictive forces around him. Often the men are locked up or allowed to mill aimlessly around the yard. Idleness breeds discontent and trouble. Certainly there is nothing in its favor as administrative policy or rehabilitative treatment. The physical education and recreation program can utilize these leisure periods as punctuation marks for its weekly essays on the theory of building better men from within as well as without. They afford an opportunity to climax the daily instruction and training with the stimulating punch of competition. A good program can take advantage of every moment of the week-end holiday. This is the time to schedule the playing off of league games, the presentation of boxing cards, tournaments in minor sports and social games, broadcasts of outside sporting events, featured entertainments, gymnastic exhibitions, and especially competition with outside teams.

Many institutions lock up in accordance with the hours of daylight thus eliminating the possibility of evening recreation. In certain instances there is no other alternative since many of the older and larger prisons have only the central auditorium or chapel in which the men can congregate. Even under these circumstances, however, quite an extensive program can be arranged to cut down materially the prolonged period of confinement in cells. Entertainment features that include the population as an audience, such as motion pictures, radio programs, musical events, shows and lectures can be scheduled for several nights of the week. Institutions with dormitory housing and those provided with recreation rooms adjoining cell blocks permit the effective introduction of supervised evening recreation. Wherever there is any possibility of allowing evening recreation it should be looked upon as an essential part of the whole program and activities regulated and directed with the same objectives as the daytime procedures.

Perhaps the first step in the organization of a recreational program is the establishment of a medium of contact with the population as a whole. The simplest and best means of direct communication is a

bulletin board set up in the place most accessible to all inmates, usually the recreation yard or mess hall. Here announcements of the formation of leagues, of coming events,—in short, all news from the director, should be posted.

If outside competition is permitted, an institutional team is chosen from candidates displaying marked ability. But this takes care of only a small percentage of the men who can and wish to take part in the more popular activities. To stimulate interest and provide increased participation, leagues may be formed among the different shops and cell blocks. The winning team in a league may be given an opportunity to play the institutional team and an all-star team may also be chosen from the league players to compete against the institutional or an outside team. Perhaps the ideal arrangement for managing teams is to have officers act in this capacity since this eliminates many difficulties. At the same time it increases the interest of the personnel in the program through active participation in its various projects. Another alternative is the appointment of a particularly able inmate in the cell block or shop to select and manage a team. Or an older non-player may be chosen to manage teams whose members may be drawn freely from different departments. This makes for somewhat greater congeniality among the players. Rules and regulations may be drawn up at a meeting of the managers, with, of course, the approval of the director.

A question worthy of discussion with respect to the organization of the physical education and recreation program is that concerning mixed participation by colored and white men. It is possible to carry out separate and distinct programs, but setting up racial barriers is poor policy. Men must be tolerant in or out of prison. Recreation in prison is an effective instrument for inculcating the spirit of tolerance. It offers the broadest field for practical application of principles that can be taught more thoroughly through cooperative association than in the lecture room. For example, it sometimes happens that the director is approached by a 'big shot' who will try to persuade him to use such and such a white boy instead of Joe Black, colored, who is favored for the position because of merit in play. The attitude is frequently prevalent that the white boy should get the call merely because he is white. In making ability the standard of qualification a more wholesome attitude is established towards the capabilities of the colored men not only by the players, but by the entire population as well.

Discrimination against nationality or creed should be handled in the same way since this is another form of intolerance often encountered in institutional life.

While the foregoing discussion concerns problems in organization peculiar to correctional institutions, much of the procedure followed can be conducted along the same lines as physical education and recreation in schools and colleges.

The Personnel Required for Physical Education and Recreation

The question of personnel is a vital one. Upon the ability and personality of the director hinges the success or failure of a program. Technical training in athletics and recreational work is indispensable. Since the director will work with a group that does not exactly constitute a school-boy element, size and appearance are an important consideration. Many inmates are fairly shrewd individuals, quick to detect any weakness in those in authority, so that integrity, good judgment, firmness and fearlessness are essential to secure cooperation and to command the respect of the population. Good outside contacts are a valuable asset. Wholesome temperament and disposition, emotional stability, tact, self-confidence and resourcefulness are qualities of personality and character that should be considered in selecting a director of recreation. He should also have a knowledge and understanding of the conditions and environment from which the criminal comes. He must, in a way, be able to 'speak the same language' so that he will be qualified to inspire confidence and give counsel. Above all, he must have a firm belief that through his work he can help the men under his instruction. Enthusiasm is contagious and the man who has faith in what he is doing has a far greater possibility of sweeping disinterested inmates into the current of activity and of getting positive results, than the one who is only half convinced that what he is doing is worthwhile.

The number of assistants to a recreational director depends on the size of the population and the amount of time given over to the program. Diversification of activities and a high percentage of participation cannot be attained if complete responsibility for supervision falls on the shoulders of the director alone. With a large population the program must be synchronized so that several divisions are simultaneously engaged in various activities. Usually the budget is unequal to the task of providing special civilian assis-

tants but the assignment of guards with specialized talents and interests is perhaps even more desirable. Care should be taken to select officers whose personal influence will be wholesome and constructive, men who can be depended upon for guidance as well as instruction. Loyalty to the director is an important qualification for the guard assistant to eliminate the possibility of disruptive influences and to make for a united effort towards the common outcome. Officers working on the evening shift can contribute greatly to the success of evening recreation. While the director is responsible for the organization of evening activities, assistants are necessary for their operation. These men should have good social characteristics and special qualifications for creating interest and giving instruction in hobbies, games, crafts and arts.

The proper selection of inmate assistants has an important bearing on the smooth functioning of a program. An inmate with training and experience can assist the director in teaching the techniques of his particular line of activity. Care and distribution of equipment should be delegated to inmate assistants. A little perspicacity in selecting those who are considered 'right guys' is a big step in eliminating petty difficulties and avoiding big ones. There are always certain men who follow the code of inmate behavior so implicitly that they are looked upon with respect by their fellows. An inmate so chosen is sometimes able to act as arbiter in situations that need adjustment, reporting dissatisfaction and provocations in their early stages that might not otherwise come to the attention of the officer in charge. More often than not, since their judgments are held in respect, they are able to bring about understanding and cooperation without necessitating any intervention on the part of the director.

The Physical Provisions for Physical Education and Recreation Programs

The physical characteristics of an institution are in many instances a serious handicap to effective recreational work. Since the great majority of prisons were built before recreation became a part of prison routine, little attention was centered on providing adequate room for physical exercise and leisure occupations other than a small yard and an auditorium of manifold purposes. While much can be done in the face of limitations, there are certain minimum requirements for different phases of a program.

Indoor Physical Activity

While a regulation gymnasium is the ideal set-up for this branch of the program, there should at least be a space of sufficient dimensions to include a standard basketball court and two handball courts. There should be a dressing room with lockers and showers adjacent to the central hall. Equipment should include: at least, two basketball standards, one boxing ring, one wrestling mat, parallel bars, horizontal bar, bar bells, one volley ball standard, and paraphernalia to meet the needs of the population.

Outdoor Physical Activity

There should be one large main recreation field with sufficient room to permit lay-outs of: one main baseball diamond and a utility diamond for either baseball or softball; football, in season; a circular track for special events and as a place for the inmates to indulge in walking for health, four or more handball courts, six horseshoe pits, two bocci ball alleys, and an outdoor basketball court. Additional fields, while not essential, are highly desirable for universal activity. Wherever possible there should be an indoor or outdoor swimming pool. Ball equipment and other paraphernalia should be provided to accommodate all participants.

Recreation

In addition to the provisions listed for physical education activities, arrangements should be made for bleachers, both indoors and out, to allow for spectatorship by the population at competitive games. It is important that the auditorium comfortably accommodate the entire roster of inmates for lectures, motion pictures and other entertainment. A large stage, equipped with footlights, drops, and dressing rooms is necessary. For free time activities, special rooms should be provided for social congregation, for clubs and particularly for a hobby shop. Games, art accessories and craft materials should be made available for general use.

**Necessity for Research and Records
in Evaluating Outcomes**

No sound judgment of results deriving from the institutional physical education and recreation programs can be made without a method of evaluating outcomes. It can be done by a system of research and records based upon institutional behavior of the individual and his actions in society upon release.

In the first place, preliminary research must be made to determine the needs of the inmate so that his participation may be directed along lines best adapted to accomplishing the desired outcomes of good health, mental adjustment and wholesome leisure interests. A composite picture must be obtained of past environment and conduct, present personality and character, and possible future activities. Thus it is possible to establish that course of action which has the greatest likelihood of encouraging natural aptitudes and eliminating undesirable traits. Routine observations should be made of physical condition and the attitude of the individual in many situations to determine improved trends in conduct, ability and interests. Investigation of habits, attitudes, and leisure interests of the inmate when at liberty in his own community would make research a conclusive means for evaluating the ultimate outcomes of institutional physical education and recreational objectives.

Research, of itself, is valueless unless a continuous record of findings and accomplishments is maintained. All information that is of value to the recreational director should be obtained from the inmate on his commitment and entered on an individual record filed in the recreation office. In the course of confinement regular entries on this record will show whether improvement is being made and to what extent adjustment has taken place. In case of transfer from one prison to another such records help to continue the benefits already in progress. All the information thus recorded is cumulative evidence of what physical education and recreation have accomplished. It is only after research has been conducted and the records used and studied that an evaluation of the expected outcomes of health, acquired skills, improved habits and attitudes, and eventual good citizenship can be made.

Critique of Present Programs

A critical survey of physical education and recreation in correctional institutions reveals only scattered instances of what may be termed the ideal program. There are widespread variations as to the extent and diversity of activities scheduled, supervision, and allocation of funds for a recreational department. In many cases, there is little or no attempt made to organize or direct the period of 'free time' or 'yard time' which varies from three hours per week to as much as forty hours a week for the inmate. The men are generally

held in one large yard in order to maintain maximum custody with a minimum force of custodial officers. In some institutions there is semi-organization of leisure time, when more or less qualified employees are assigned to supervise activities. On the other hand, many prisons now employ a trained director and the physical education and recreation program is regarded as part of rehabilitative treatment.

One of the reasons for the lack of supervised recreation is administrative resistance due to the failure of the administrator to understand the purposes of physical education and recreation. Many administrators regard their duties as purely custodial. Those who do admit the necessity for corrective treatment are often unwilling to go so far as to admit that recreation has any important values. Such preconceived opinions must be changed by convincing arguments and proofs of the psychological and physiological changes brought about by inmate participation in recreational activities.

Many institutions are handicapped in recreational work by lack of funds for this purpose. State appropriations are limited at best and are often unequal to the demands set forth as minimum requirements for conducting a program. Certain expenses are variable and discretionary but definite expenditures must be made. Public opinion is the chief barrier to increased appropriations. Most recreational activities are somewhat 'soft-pedaled' out of respect for the tax-payer's lack of understanding of the correctional problem. The right kind of publicizing would, however, correct many existing errors of opinion as to the importance of recreation in correctional institutions. Budgetary purse strings cannot be loosened without the approval of those who contribute to public funds, and their approval cannot be obtained unless the importance of recreation becomes a matter of general information.

These, in addition to incompetent administration, appear to be the factors most widely responsible for the great discrepancies in recreational programs. Once they are overcome a more concerted approach to the ideal in the administration of physical education and recreation can be made in the majority of institutions.

Integration and Correlation of Physical Education and Recreation with Administration and Other Elements in the Program

No one division of a rehabilitative program is complete within itself for the reclaiming of an individual. Every phase of routine, vocational and academic training, prison industry and physical education and recreation must be integrated in order that the aims and objectives of each may contribute to the common outcome,—the rehabilitation of the individual. An important educational objective is the teaching of good work habits since, regardless of mechanical skills, an individual who does not have good work habits can never be wholly successful. Health and emotional stability contribute to the formation of these habits. This exemplifies the interdependence of two of the divisions of the whole reconstructive program. Moreover, the balance of man's waking hours are devoted to work and to leisure time and the proper use of the one may be invalidated by improper use of the other. Administrative forces must create and provide for recreational activities in an educational sense so that the inmate is as well adapted to avocational pursuits as he is equipped by vocational training to practice his trade.

Trends in the Development of Recreation and Physical Education in Correctional Institutions

While physical education and recreation programs in correctional institutions are still somewhat in the process of evolution, the more advanced programs are an indication of the vital part such activities are beginning to take in rehabilitative treatment. More and more emphasis is being placed on the importance of recreation as a necessary part of educational training in free society. This tendency will undoubtedly be reflected in institutional circles through a wider and more rapid recognition of the valuable outcomes of recreation as a part of institutional routine.

There is a trend towards a more central organization of those engaged in administering recreational programs that will make the common experience available to every institutional recreation worker so that the dissemination of ideas and experiences can go beyond the specific institution or localized educational program. A step in this direction was made by the organization of the Regional Recreation Association of Correctional Institutions, with membership from New York, New Jersey and Connecticut correctional

institutions. During the annual three day conference, methods are discussed, views exchanged and committees named for the investigation of important problems. The extension of such an association into a national organization would do much to increase the scope and efficiency of institutional recreation.

Internal organization, within the state, might be centralized through the creation of the post of supervisor of recreation. Programs at present are left very much to the discretion and impetus of the director in each institution, with a resultant inequality of administration and achievement. Greater uniformity of action and accomplishment could be secured through the services of a supervising director trained in this work and with wide experience in prison recreation.

The necessity for physical education and recreation in correctional institutions can no longer be disregarded or ignored, because these activities satisfy a fundamental urge of human nature. The arguments in favor of institutional recreation form a compelling force that will eventually override the obstacles impeding the general adoption of this tool in rehabilitative treatment. No tool in correctional work is more worthy of continued effort for improvement, more deserving of being perfected to fit its purpose. It rests with the prison authorities to ensure that proper and effective use is made of this means for aiding the inmate to overcome the liabilities of his own shortcomings.

CHAPTER XII

SPECIAL TYPES OF EDUCATION

by

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At the White House Conference on Child Health and Protection held in 1932, special education was recommended for the following types:

"The crippled; the blind and the partially seeing; the deaf and the hard of hearing; the defective in speech; children of lowered vitality; the mentally retarded; children with behavior problems (the nervous, the emotionally unstable, and the delinquent); the gifted."

Inmates of correctional institutions have all broken the laws of society and hence may be said to be "behavior problems;" certainly they are all delinquents.

> All correctional education is special in the sense that it is carried on in a situation different from that in public schools. Such factors as the characteristics of inmates and the limiting and peculiar conditions imposed by the framework within which education must function in an institution also make special organization, methods, approaches, and content necessary for all correctional education activities.

However, in every institution we find certain deviates from the usual inmate group for whom special types of education must be devised. Special education for the following groups will be discussed in this chapter: the emotionally unstable or psychopathic group; the educationally handicapped or illiterate group; the mentally deficient; and the physically handicapped.

Special Education for Inmates with Psychopathic Personalities

Psychopathic personalities are often described as congenital deviates from normal behavior, and evidence a disharmonious development of the total personality. Repeated maladjustments are manifested in their behavior and these do not improve with age and experience. Intellectual endowments seem to have no influence on their behavior which is mostly guided by their emotions. Psychopaths are frequently gifted individuals.

The most extreme cases are in need of special education. Since these individuals usually are markedly emotionally unstable and subject to emotional outbursts, special education must be directed at this focal point. A guarded environment seems most appropriate for its operation and it seems necessary to conduct it on a therapeutic basis. In Elmira a special cell block is set aside for this purpose and in it a complete educational system functions.

The person in charge of the education of the emotionally unstable should have special training in psychotherapy and occupational therapy. Perhaps even more important, he must be emotionally stable himself and possessed of those personal qualities which will make him an inspiring leader and guide of disturbed personalities. The right person can achieve remarkable results; the wrong person will not only be in actual danger himself, but will create a situation where the safety of other persons and the institution itself may be jeopardized.

The core of this program is predominantly activity. Each individual carries his own program and conscientious efforts are made to exclude situations for any one individual in which he previously had been unsuccessful. The activities are varied, including art metal-work, hand and machine woodwork, leather-work, weaving, bead-work, basket-work, toy-work and design. This special program also includes work from the field of general education. Each individual's program is predicated upon previous successful experiences and amplified in accordance with his ability. Recreation also plays an important part in this program. Successful and appropriate participation in playgroups is emphasized rather than the development of athletic excellence which might nullify the desired objective. Personal care of the body is stressed. They must assume responsibility not only for the cleanliness and sanitation of their own rooms but also for the whole block. They have their own dining room. Within the limits that it must operate, the psychopathic clinic is a scene of complete and sufficient living under sympathetic and constructive guidance. As the individual progresses, the activities are stepped up to a higher degree of attainment until ultimately the individual can be placed in the general population.

It should not be assumed that these activities are carried on to serve the traditional purposes of prison management—to keep inmates busy, to occupy their time, to keep their minds occupied, to help

them do their time "straight." If these outcomes result, it is only incidental. The emphasis is on the individual. While no emphasis on the achievement of standards of accomplishment are openly revealed to the inmate, individual achievement, in final analysis, is the measure of the degree to which this special education is functioning.

This block in Elmira has only fifty-five rooms. About twenty-five percent of the total population of sixteen hundred are psychiatrically classified as psychopathic. Only the extreme cases can be assigned to the special class. The turnover in this population of fifty-five is surprisingly large. That they do satisfactorily take their place in the general population after participation in this special educational program is some evidence that desired objectives are being successfully attained. It is also evidence that the educational program as a whole is being adjusted to individual needs.

Special Education for the Illiterate and Backward

Such individuals are usually of retarded mentality with an M. A. of 12 or less and an I. Q. of 80 or less (Maximum C. A. 15). Environmental influences have often limited any opportunities for advancement. The negro, individuals from low-type, poorly assimilated foreign parents with the concomitant sub-cultural patterns, and those coming from marginal rural environments, illustrate the type of inmates usually found in this group. The education available to them prior to commitment was not geared to their needs. The lack of language usage is predominant.

Often low attention spans are evidenced in their inability to grasp by wholes; for the most part, they grasp only discrete particles. Frequently they are highly distractable; it is difficult not only for a teacher to hold their attention but also for them to focus on a lesson or problem for any length of time.

A special educational environment is necessary for this group. To put them in situations in which they would compete with others of greater mental endowments or accomplishments would be confronting them with the same frustrating conditions which they had previously encountered. It is imperative that they be made to feel confidence in themselves. To insist upon academic or subject matter standards would likely be most harmful. If any grading system is required it should evaluate above or below a median

determined by the nature of the class itself. This will result in comparisons within their own limited sphere of action.

While this group should be taught in a separate class, great care should be taken to see that no stigma is attached to such a class. With careful guidance during which the individual is brought to realize his own needs, this can be accomplished quite satisfactorily. Provision should also be made for transfer from illiterate to higher classes whenever an individual will benefit thereby.

The operation of the class itself offers some rather serious problems. There must be instructional material. But discerning selection is necessary. Story books, children's stories and fairy tales are taboo. So also are those devices which recall to him his work in the early grades. He is now a man; those things are for kids. Among the devices used one will serve to illustrate an effective procedure.

Our Weekly News is a four page paper published especially for adults with limited reading ability. It is carefully edited and contains only material of current interest. It is written in very simple language. The eagerness with which it is studied is most surprising. There is no apparent stressing of learning. It is just reading a newspaper. The material furnishes a basis for discussions by small groups within the class or by the whole class. It also furnishes a nucleus for written reports. While they are not striving for word comprehension, language usage or vocabulary building, nevertheless that is just what takes place. Retesting some inmates has verified this quite conclusively. Furthermore, the results from participating cooperatively in group activities should not escape attention. As always, the emphasis is on the individual and his engaging in, participating in, or cooperating with, and not on learning or studying.

Special Education for the Mentally Defective

Individuals with M. A.'s of less than 10-6 are considered to be mentally defective by the New York State Department of Correction. For such individuals, special types of education in appropriate environments are considered necessary. New York State institutions established for this purpose are Albion, Napanoch and Woodbourne.

Characteristics usually associated with mental deficiency and which must be considered as controlling factors in organizing an appropriate educational program for these individuals are:

1. Low mental level.
2. Low adaptability.
3. Low type motor abilities.
4. Personal factors, such as being and having been easily discouraged.
5. Possible emotional instability.
6. Suggestibility.
7. Slowness in recognizing hazards.
8. Lack of appreciation of goals, little perseverance and lack of ability for self-criticism.

To meet these requirements education then must be predicated on the following operative premises:

1. Everything which is taught must be within the comprehension of the individual.
2. Short units are essential so that they come well within the limits of attention.
3. Realization of attainment must come within short periods of time and not be projected into the future.
4. Tasks should be of a repetitive nature but graded in learning sequence.
5. Situations which involve the necessity for care of tools and other facilities as well as an appreciation of their value should be impressively presented.
6. Progress in the basic tool subjects should not be neglected but functionalizing these in terms of operational activities seems to offer the greatest possibility for securing it.
7. The program as a whole should be directed towards improvement of physical condition so that coordination of motor activities may be naturally stimulated.
8. Furthermore, the whole program should be representative of a satisfactory way of living within attainable limits so that social competence within such limits can be vividly illustrated.

All courses should be geared to limited capacities and abilities and should consist primarily of repetitive operations. Since realism is essential, actual industrial practices cannot be ignored; likewise accepted procedures in non-industrial occupations should be strictly adhered to. The range of activities in each instance will be limited to student abilities. The following represent the types of occupations which have been found practical for defectives in institutions: Shoemaking and repairing, clothing manufacture, fabric processing,

broom-making, sheetmetal work, aluminum spinning, carpentry, blacksmithing, porter and janitor service, domestic service, and agriculture.

Dr. Edgar A. Doll, who is an outstanding authority in the field of mental deficiency, in his Presidential Address to the American Association on Mental Deficiency charted a course of educational procedure for dealing with mental defectives. Dr. Doll sums up the problem of defectives so ably and suggests such practical procedures for their training that we quote him at some length.¹

"It is evident, however, that for the majority of patients, and probably for many years to come, mental deficiency must be viewed as a condition which can best be ameliorated through industrial and social training, sometimes euphemistically termed occupational therapy. It has long been held that feeble-mindedness is incurable. Acknowledging the essential incurability of mental deficiency in terms of its constitutional bases, we may nevertheless by viewing this condition in terms of its social effects conceive systems of training which may result in partial or temporary, if not complete, social adequacy under certain conditions. Among many of the high grade feeble-minded the difference between just floating and just sinking in the social stream may well be such a small though critical difference that it can be overcome by substituting good social habits for limited adaptive capacity. We may therefore think of many of the high-grade feeble-minded as capable of social survival with a fair degree of success, if they are given such social assistance as will make their permanent institutional care unnecessary."

"Our special classes for the feeble-minded in the public schools and our institutional programs of education have been heavily influenced by the traditional scholastic and classroom concept of education. But the experimental study of idiocy reveals hitherto unsuspected capacities for adaptive learning when the things to be learned and the modes of learning them are conceived along the lines of anthropoid training rather than along the lines of infant training. Likewise, the training of imbeciles is highly productive when that training is conceived along lines of social adaptation in simple occupational pursuits rather than along the lines of academic and motor skills. Similarly among morons, some successful trade training has been accomplished, and some successful factory operatives have been developed through industrialization programs as contrasted with vocational education. (Special classes in the public schools, and educational departments in public institutions, have attained a high level of instruction, but must we not make radical departures from existing educational concepts if we are to make further progress? The traditional goal of education has been to produce more talent rather than to exploit existing talent. If we

¹American Association on Mental Deficiency Vol. XLI.

could ever learn to teach the feeble-minded what they can master and will make use of, and if we could accept them as they are rather than trying to make them over into what we would like them to be, we could probably take critical steps toward a new day in the training of the feeble-minded."

"Among ourselves we say that the feeble-minded are trainable, but not educable. Why then do we continue to consume their energies along the lines of education and thereby deprive them of the benefits of training? Can we not conceive all aspects of their living as providing training opportunities? Why should training be confined to the classroom and shop? Can we not anticipate the day when attendants will be replaced by teachers, and every phase of institutional living will be capitalized for its inherent training value? All of us who have lived in institutions have had the experience of seeing a child fail in some proscribed situation only to succeed in some proscribed activity where we were unwilling to give him a chance because he seemed unequal to the demands. Perhaps we have been blinded too long by the disabilities of the feeble-minded."

"It has often been said that the feeble-minded are people, and they are normal in most of those respects which are not influenced by their deficient intelligence. Our educational problem is to provide those training situations and devices which will enable the feeble-minded to capitalize their assets without exaggeration of their disabilities. Without ignoring their obvious limitations, do we not see among them individual special skills or aptitudes which could be capitalized along lines where intelligence is not essential?"

Unquestionably then if education for the mentally defectives is to be efficient it must be:

1. directed at their immediate needs.
2. within the limits of comprehension and attainment.
3. so organized and conducted as to effectively meet individual and group characteristics.

The teacher of the mentally deficient should have had special training for this work. Not only are the qualities of patience and perseverance demanded, but there are special techniques for training the mentally deficient which make the teaching quite different from ordinary teaching. As Dr. Doll states, occupational therapy procedures are called for.

The educational personnel at the Institution for Male Defective Delinquents at Napanoch, N. Y., and the Woodbourne Institution for Defective Delinquents have adopted a research attitude toward their problem during the past two years. Dr. Max Cooper, the psychologist at Napanoch, has been cooperating in an experiment with low grade defectives to determine whether they can and should

be taught to read. He is using an individual method. At Woodbourne, the educational personnel has been conducting experiments in teaching reading to and in developing social concepts with defectives. Their results should provide much help to all institutions, for every institution has its quota of defectives.

Education of the Physically Handicapped

Almost every institution numbers among its inmates a few who are definitely physically handicapped. There may be one or two inmates who have lost an arm or a leg; or perhaps there is a man who is deaf; again, it may be that a few inmates stammer and stutter to such an extent that they are definitely handicapped in all their social contacts. Such handicapped inmates constitute individual problems. The small number of inmates of any one of these groups makes it impossible for an institution to employ a special teacher for the deaf, the crippled, or for any other type of specially physically handicapped. Nevertheless, such special handicaps may actually be important factors in the delinquency of the individual. For this reason, the institution has a definite responsibility for making an effort to remove the individual handicaps insofar as possible.

The Crippled Inmate

If there is on the staff of the institution, an occupational therapist or a teacher of arts and crafts, crippled inmates may well be referred to him. The occupational therapist should be able to find some type of training which will enable the crippled inmate to earn a livelihood. In fact, until recently, this was a main responsibility of the occupational therapist. Where no occupational therapist is available, a teacher or shop instructor should be interested in the case and with some study and research he can probably outline a program of training. It may also be possible to procure the services of an occupational therapist from a nearby hospital or other institution who would be willing to donate his services in developing a program of training for crippled inmates.

The Deaf Inmate

The deaf inmate can well be referred to a civilian teacher, preferably the English teacher. Either this teacher or the Director of Education in the institution can secure courses from the Nitchie School of Lip Reading in New York City or some other school for

the deaf. This procedure was followed at Woodbourne Prison, Woodbourne, N. Y., recently, with very satisfactory results. Not only has the deaf inmate learned to read and understand what other people are saying by reading their lips, but the acquisition of these skills has brought about a definite change in his attitude.

The Inmate With Speech Defects

The inmate who stutters or stammers markedly can usually be assisted in overcoming these defects by an interested teacher. Again, the English teacher is the logical one to handle such a case. The Expression Company, 16 Harcourt Street, Boston, Massachusetts, issues a pamphlet called *Speech Therapy* which lists books and monographs dealing with the teaching of speech correction. By arranging special periods when an inmate can meet with the instructor and assigning exercises for him to practice alone, rapid progress can be made with the man who stammers and often very noticeable changes in attitudes follow improvement in speech. One inmate at Attica Prison who was practically cured of stammering while serving his term, shed tears when he found that he could actually approach another individual, make himself clearly understood, and carry on a conversation like any other normal individual. While such marked physical defects as have been discussed effect only a few inmates, eradicating the defects or diminishing the handicapped through proper training, may often prove the turning point in the individual's entire outlook on life.

Other Physical Handicaps

In addition to the more serious handicaps described above, other physical handicaps are found rather commonly among inmates. A good many prisoners suffer from such things as flat feet, bad posture, constipation, and general rundown physical condition. Some of these physical handicaps call for definite medical care and treatment. A good physical education program will include activities which will correct many of these handicaps. The chapter in this year book dealing with Recreation and Physical Education describes certain corrective activities and exercises designed to improve physical conditions. Other agencies for performing this service are the regular health and hygiene classes and other institutional agencies entirely outside education such as the medical and hospital service. An example of the latter is the foot and posture

clinic conducted at Albion State Training School for female defectives. Inmates suffering from such defects are scheduled for definite periods and given instruction and treatment in the correction of them.

Conclusion

39 The education of special types of inmates such as have been described in this chapter is for the most part a very much neglected field. With the exception of teaching illiterates to read and write, most institutions have very limited or no provisions for dealing with the specially handicapped inmate. Because he is in the minority he is usually given little attention and oftentimes dismissed from consideration as hopeless, or not worth the time and effort it would take to improve him. This is especially true with the mentally deficient. While funds for correctional education are not easy to get for any type of inmate, general public opinion seems to be that it is entirely out of the question to attempt to do anything with the feeble-minded. As a matter of fact, very little research has been done in the field of the defective and handicapped delinquent and criminal. An institution which will carry on careful experimentation with these special types of inmates will render a very definite contribution to the field of correctional education.

CHAPTER XIII

THE LIBRARY AS AN EDUCATIONAL AGENCY

by

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Unless a prison warden guides the activities of the institution which he administers by the twin precepts of those frequently referred to terms, reeducation and rehabilitation, his must indeed be a sterile and unrewarding job. No one will deny that primarily he is responsible for the custody of his prisoners, that first of all he must organize his prison routine for that purpose. However, unless a warden has convinced himself to his own satisfaction that his prison schedule is doing **something** to change unhealthy habits and misguided motives in at least a portion of the lives which are within his power to direct, how else can he find in his years of service any genuine satisfaction and feeling of personal accomplishment? For the sake of his own mental health he will not be content with a record which reveals only the fact that no one escaped from his prison.

It is, of course, easy to take on the attitude of defeat, of discouragement, of passive tolerance of present-day theories of penal administration, and do little in the face of the many discouraging factors and negative results which frequently over-weight the balance dishearteningly in any large-scale undertaking. In attempting to make the library and the school a part of his prison's life, he may frequently encounter the experience described by Warden Henry C. Hill:

I am a prison warden, not a librarian; but I do not disdain books as did one of my assistants in a former prison, who asked me why I was interested in having men entrusted to our custody go to school. When I told him of my desire to have each of them able to read and write, his reply was, 'Well, I never read a book in my life, and look where I got.'¹

The progressive warden will not countenance for long such an attitude on the part of those about him. If his own position is to have dignity, active value, and positive influence, he will persist in

¹Hill, Henry T., *U. S. Northeastern Penitentiary Library*. Address Given at American Prison Association Conference, 1938, p. 1.

directing his routine toward and imbuing his staff with certain ideals of accomplishment—one of which is a stubborn and persistent belief in the value and worth of the educational process, inside the prison as well as out.

We all know that education is not confined to classroom procedures, passing grades and the issuance of certificates. It is the hourly and daily process of individual self-adjustment to the many elements which make up emotional, family, work and community life. This is a never-ending process and a broad educational program in any prison aims to help each inmate understand himself in these various relationships. In a prisoner, this self-knowledge may develop over the warden's desk, in the psychiatrist's office, in the library, the school-room, the chapel, the shop, the yard, the cell.

Prison Libraries are Still in the Beginning Stage

The contribution of the prison librarian, with his stimulating book and magazine resources, can be positively demonstrated in comparatively few prisons thus far—notably in each of the twenty penal institutions throughout the country that are maintained and operated by the Federal Bureau of Prisons, in the eight largest of which professional, civilian librarians are employed—and in an occasional state institution. As is also true of the services of the teacher, the psychiatrist, the trained guard and other professional members of the prison staff, the prison library must yet be considered in its primitive stage of development. Its practical value for all prisons must, for the present, be taken at the word of a small group of positive and firm believers in the great assistance which a properly administered library can render in every field of prison activity. One of the most active and militant of these believers is Austin MacCormick who has stated his conviction in this way:

If one could choose only one of the agencies necessary for a well-rounded program of education in a penal institution, he would do well to choose an adequate library. The possible values of directed reading are almost limitless, especially in the field of adult education.²

A pioneer of national recognition in her library work with prisoners in state institutions asked a warden who has no library in his prison to

²MacCormick, Austin H., *The Education of Adult Prisoners*, p. 150. New York, National Society of Penal Information, 1931.

"think of the lost opportunity to reach the individual and put into his hands almost the only thing in the world which is intrinsically the same within the walls as without—the book"³

C. R. Carlgren of the Minnesota State Board of Control, in his statement of library policy in the institutions under its direction, is convinced that

"for Minnesota's prison population libraries are essential. Any service, such as the prison library, which provides a wholesome interest for many necessarily idle hours, which aids a prisoner to see himself and his problems in objective relation to his family and community, to increase his knowledge of his past job or a future one, to broaden in any degree his interest in constructive ideas—and so make possible his better adjustment on his return to society—is worthy of support. The library is of positive value in this field of rehabilitation."⁴

Many Prisoners Represent Public Library Failures

First of all, we must grant that public and school libraries may often have failed to attract those most in need of their aid, and many prisoners are of the group who have never, or seldom, ventured within their doors and consequently are without library experience. It must be remembered, too, that great sections of the United States are still without libraries of any kind and millions of citizens have no libraries to go to, if they would. In many rural centers and small towns, the public library is often a discouraging and disheartening picture—a pathetic, but well-meaning attempt to keep alive a "cultural asset,"—but utterly failing in its important function, that of a vigorous, stimulating, inviting community center of practical everyday knowledge and enjoyment for the average person.

Large towns and cities are more often than not burdened with heavy, formidable affairs for buildings, competently serving their anticipated function of inviting people to stay away from them. There are often many steps to climb, heavy doors to push open, and a confusion of card catalogs and departments within, which frequently discourage uninitiated information seekers. Again, in large cities where much delinquency develops, libraries may be so

³Carry, Miriam E., *Possibilities of Library Work in State Institutions*, p. 223. New York Libraries, February, 1913.

⁴Carlgren, Carl R., *Library Policy of the State Board of Control*, p. 173. Minnesota Library Notes and News, June, 1935.

busy and crowded that the uncertain reader is easily dissuaded in hunting for what he needs. The library staff has little or no opportunity to seek out these readers and as a consequence many potential users of the library are lost.

It should be said, however, that progressive public librarians themselves are awake to the failings and deficiencies of their library buildings and their library procedures. They are becoming increasingly aware of the stern necessity of actively seeking the funds, probably with the assistance of federal aid, to provide reading centers and book collections, both in the country and the city. The progressive librarian desires to make his library as informal of approach, as easy to enter and as full of the necessities for vigorous mental living as, shall we say, an attractive, modern grocery store is for those needing food for the body. Men and women, on leaving prison, will before long find libraries a well advertised and natural center for any kind of legitimate information, and librarians in them who are alert to their patrons' everyday reading needs.

Should not the prison library, therefore, be what other libraries may have failed to be—a non-academic, friendly, vigorous, active place, with the minimum of "institutional starchiness," where each book read will prove to be a healthy, personal experience for the reader, a contribution to his knowledge of earning a living and of living satisfactorily with himself and with others?

Services Rendered by a Good Prison Library

The Librarian Aids the Staff

Supporters of the library who ask the warden to visualize its position in the prison, and those librarians who have had experience in prisons, see the library as the hub of a wheel, all the spokes of which represent the various aspects of prison administration, rimmed about by the prison population itself. This is not an original analogy nor is the placing of the library as the center of the prison wheel done so from any egoistic desire of the librarian to over-emphasize his importance in the prison. It is done from a strong conviction that the library can be and should be the center for any and all of the professional information, supplied by books and magazines, which will be needed by the warden and his entire staff in the course of their various administration and re-educational activities.

tion. An informed staff is a necessity in the intelligent administration of a prison and the librarian should be expected and given the opportunity to anticipate and supply needed material.

In a well-run prison library, the entire staff will turn to the library for anything in print which has a bearing on the activities of that staff. Most of this will not be within the prison walls nor be purchased with prison funds, but is available through inter-library loans. Much of this a busy staff is not even aware of, and an alert and intelligent librarian with the sources of book, magazine and pamphlet information he has at hand, will bring it to their attention as rapidly as it is printed. A professional library is necessary in the prison.

The Library Strengthens the Educational Program

In very nearly all the work which the school staff does, teachers and prison students alike will need the resources of the library to reinforce and amplify the work which goes on in the schoolroom. From the teaching of those subjects termed academic, general or social to the essential and growing field of vocational and trade training in the shops and on the prison farm, the adequate prison library has a contribution to make. It stands ready to extend, develop and enrich the educational work going on in a prison with books, magazines, agricultural and government bulletins, trade publications, pamphlets, pictures, moving pictures, reading courses, and all the other resources which public libraries have gathered to aid in adult education. It will help the teachers keep abreast of the latest thought and methods in their field and the prisoners to profit, through extended and continuous reading, by what they have learned in the classroom.

The Library Reaches Inmates Outside the Educational Program

Not only to the prisoners who are able, willing and ambitious to take advantage of scheduled school work can the library be of a tremendous assistance. It, in itself, can carry on a kind of informal, but no less valuable, educational work with those other inmates who feel themselves, for any of numerous reasons, unable to enroll in the prison's school program. An alert, intelligent and sympathetic librarian may often, indeed, by virtue of the very fact that he represents no tests, no formalities, no grades, no reports, find himself very quickly on a working basis with the adult prisoner who may

have shied off from regular class work in the school. The librarian may induce him to overcome his reluctance about the school or can help him along on an informal reading program, via the library, with satisfying results.

It should be said that:

"Books are not all that make for thinking: sometimes we act as if we thought people reading were necessarily people thinking. It is possible to go through all the motions without even reading, and we know that many people are handicapped in their lack of mechanical reading skill. Nevertheless, it is the book that puts the citizen of today in touch with the past and with the greater aspects of his own time . . . individual thinking comes in a shuttling back and forth between the things that we can see and touch and feel and what we can learn from the voices and feelings of our living friends and, on the other hand, from that no less vital environment which exists only in books. One advantage can never be taken away from the librarian. He is the custodian of all that is not immediate and accessible within the narrow range of each man's personal experience."⁵

Trained Librarians are Essential

It is for the above reasons, particularly, that the prison library should not be considered as a division of the school department but as a distinct department in itself. Educational directors and teachers are busy people in their own field with more than enough to do to introduce and carry on their own work. They have not had training in the procuring, assembling and administration of all the wide variety of information which a prison library needs to assist in the education of the entire, literate prison population. They have not, naturally, an intimate acquaintance with that wide range of fiction and popular, general non-fiction which makes up a large proportion of a much-used prison library. They have not had training in nor experience with all those aids to book selection and book and magazine information which is the librarian's elementary skill. There is nothing mysterious nor inherently difficult in running a library to its full capacity, but it is the part of wisdom to entrust it to that trained person who has made this work his own, a field with which he is familiar down to the last article on prison administration in the most recent periodical, or the latest method of library participation in adult education.

⁵Bryson, Lyman, *Philosophy of Adult Education and its Implications for Librarians*, p. 13. In L. R. Wilson's *Role of the Library in Adult Education*. Chicago, University Library Institute, 1937.

The prison librarian should be a member of the classification committee along with the school director, psychiatrist, psychologist and other staff members and should contribute his findings as to the prisoner's library and reading practices and habits to that fund of combined information which will help to present a true picture of the prisoner when his place in the prison re-education program is to be decided.

It may be permissible at this point to quote the findings of the Osborne Association in its recently published *Handbook of American Institutions for Juvenile Delinquents* in regard to the State Training School at Red Wing, Minnesota:

"The most unusual feature of the guidance program is the initial interview between the librarian and new boys. Soon after their arrival she goes over the shelves with them and encourages the selection of two or three books. . . . The library is one of the high spots of the institution and it is one of the best library projects in any institution known to our investigators. Administrators, educators and librarians will be interested in the success with which this library has been tied up in a vital way to many other activities including reception, classification, academic education, hobby clubs and recreation."⁶

It is known to the writer that this librarian has often been able to contribute valuable information for the classification committee (of which she is one) of which the other members were not aware. Can not the same principle of librarian participation be observed in the classification program of a prison for adults?

It has been shown time and again, both in prison libraries and others, that the presence of a librarian, who has been trained in the possibilities of library service and the means of developing them, results in dramatic increases in the use of the library and its contents.

"In the first available statistics from the Leavenworth Penitentiary since the appointment of a trained librarian we see the previous experiences at Atlanta, where the book circulation increased 133 per cent during the first ten months in which the first librarian was on duty."⁷

⁶Cox, William B., and others, *Handbook of American Institutions for Delinquent Juveniles*, Volume 1: West North Central States, 1938, p. 166. New York, Osborne Association, 1938.

⁷Chancellor, John. *Library Service, Federal Penal and Correctional Institutions*, p. 6. 1931.

The Organization and Administration of the Prison Library

Just what can be termed a prison library in the real meaning of the word? Without argument, the reader will agree that a miscellaneous assortment of "literary wallflowers," publishers' "plugs," space-filling sets, dollar-a-dozen bargains, mixed in with shreds of westerns, mystery stories, outmoded technical books, never-since-heard-of encyclopedias and a few government reports, cannot be termed a library. There are still enough such collections in prison library rooms, however, to justify this description of some of them.

Good Libraries Cannot Depend on Donations

Nor can a book collection which is entirely dependent upon the charity of well-meaning but often misguided friends be called a library. The possibilities of acquiring "the morbid, the sensual, the false, the introspective, the pessimistic or the merely good," in addition to material of a distinctly propaganda type, are entirely too great. Neither is it quite fair to expect book publishers to contribute generously their products free to the library. Do school supply houses provide textbooks, paper, maps, study outlines, gratuitously? Are medicines and surgical instruments gifts to the prison hospital? If unsolicited gifts and book bargains are presented in sufficiently great quantities, it is occasionally possible to skim off enough satisfactory books which, by happy coincidence, are of practical value in starting a library. However, this seems an undignified and haphazard way to maintain one of the departments of a prison, an institution supported by public funds; nor does it promise any kind of continuous future life for the library.

In the case of the very large prison, it is possible to make the library self-supporting. G. I. Francis, Director of Education at the State Prison of Southern Michigan, in his discussion of the education work at that prison, relates that:

"the library of our institution, I believe, is one of the largest in the country. At the present time there are more than 16,000 volumes in the main library. . . . The prison library as operated is self-supporting. Profits from the newsstand in the lobby, from newspaper subscriptions, from miscellaneous items supplied the inmates at regular retail prices, and the proceeds from the magazine club provide a substantial fund for maintaining and expanding the library catalog."

"I believe that you might be interested in knowing how this magazine club is operated for it is very simple as well as a good

producer of revenue. A man joins the magazine club by paying thirty-five cents a month. This entitles him to four different magazines each week. He is allowed to keep the magazines two days. At the end of this time, they are returned to the library and distributed to other members of the magazine club. In this way, men receive the benefit of twelve magazines where ordinarily not even one of the higher priced magazines could possibly be purchased at such a price. During the month of September [1938], the circulation of our magazine club was over four thousand five hundred. Men are interested in reading new magazines at a low cost to themselves, and the library, in return, has a substantial revenue."⁸

Only with the regular and systematic provision of money, by one means or another, at stated intervals, can a prison library function properly. Only then is it possible to build a useful and useable collection with care and intelligent choice. When the prison administration genuinely wishes education to become a part of the institution program, a working share of available funds will be apportioned to the library.

It should be remembered that a small, carefully chosen, basic collection can do wonders as the beginning of a library in a prison, especially when supplemented generously, at the first, by loans from near-by or state library agencies. All librarians are anxious to share their resources with other and growing libraries, within the limits of their own boundaries as defined by law. After all, lack of enough books cannot usually be given as a defensible reason for the absence of a prison library.

Inmates Should Come to the Library

Nor is it sufficient to buy, borrow, record and shelve books. A prison cannot yet be said to have a real library if it depends on the use of printed catalogs and the cell delivery system alone. The chances are that nine times out of ten the book received is not the book hoped for—its title was deceiving, there was no way to determine its difficulty, its real content, or its usefulness. Nor is there any way of leading the prisoner to the hundreds of books about which he knows nothing and which, so far as he is concerned, are not in the library. Repeated discouragements of this kind tire out even the ambitious reader and for those just beginning their reading, with whom the reception of the wrong book may well permanently defer their use of the library, this method of using the

⁸Francis, G. I., *Objectives of Penal Education*, p. 258. New York, American Prison Association Proceedings, 1938.

book collection is almost entirely a negative one. Many prisons, can of course, point to impressive circulation rates by this method but if it were possible to register also the number of disappointments, "mis-fires," and unread books at the same time, there is no question but that such circulation figures would be drastically reduced.

Prison schools are not conducted in this long-distance fashion. The presence of the teacher is taken for granted in the schoolroom. To supply a list of texts to the prisoner, send him a few chosen at random by other prisoners, supply him with paper and pencils and expect a better informed prisoner to result without the guidance of a teacher, is nothing short of miraculous. It may happen, but probably will not. Just so is there the necessity for a librarian to direct library activities. Hundreds of books in prisons, representing money and someone's effort in getting them there, lie idle on the shelves or are only in partial use because there is no one to guide them to the readers for whom they are intended. "However well equipped, a library cannot run itself." A librarian+books+readers=a library.

However, where it is impossible to provide a reading room ready of access to the prison population and printed catalogs and the cell delivery system must be used, a librarian can still successfully function until such time as a more completely equipped library is available. By means of interviews with the more likely prisoners, special permits to the library stacks for those prisoners doing constructive reading, preparation of lists of sequential reading for individual inmates, assembling of all the vast printed resources available at almost no cost but useless in a prison without someone to administer them, and even the wheeling of entire book shelves to cell blocks, a librarian will easily earn his probably modest salary.

Many wardens will feel that the provision of a reading room in the prison not only involves the expense of equipping the room itself which can be done very simply, effectively, suitably and at small cost, but also necessitates the additional expense of extra guards. In an effort to determine just how much this involves, a request was made of the Federal Bureau of Prisons which brought the following reply:

"the costs of one system are not at all greater than the other except of course for the cost of equipping the reading room."

"We have not found it necessary to use extra custodial officers in those institutions which maintain a reading room or which have instituted open shelf systems for the selection of books. We have found a careful planning and scheduling of inmate activities is all that is necessary."

It may thus be seen that where the administration wishes to make a library reading room accessible, it can be done with no heavy demand on the prison budget.

How the Prison Library Serves Different Types of Inmates

When a prison library is established, there should be honest realism, in its administration. Such a library is not, primarily, to add to the "culture and refinement" of the prisoner. It is absolutely necessary to begin and maintain a prison library on the level of the man using that library—to "see through his eyes." "Literary standards are of less importance in these libraries than elsewhere, yet the person who selects the books should be so familiar with these standards as to be able to disregard them intelligently."⁹ One warden mentions buying for his library those books "judged best by critics," which is one of the least valid criteria in purchasing books for the prison library. "What is wanted is the interesting and inspiring, the vigorous, the hopeful, the absorbing; what is not wanted is the morbid, the sensual, the false, the introspective, the pessimistic or the merely good"¹⁰—or as someone said, "the intellectually right and the emotionally wrong." Above all, most books in a prison library must be written in as simple, concrete terms as it is possible to secure.

Such books we expect will develop latent interests in a prisoner's make-up, redirect his attention to them and get him, perhaps, to take up again his activity in some forgotten field of information. Or, such books we expect may develop entirely new interests for the prisoner, jog him out of his pattern of living and stimulate him to make new efforts at self-education. The prison library should develop the habit of reading, of turning to the library for information, for help, for pleasure. "By these means each discharged prisoner goes from the institution endowed with two very good safeguards—the reading habit and the library habit."¹¹

⁹ Carey, op. cit., p. 223.

¹⁰ *Ibid* p. 223.

¹¹ *Ibid* p. 223.

The warden will perhaps first think of the men in his prison population who can read so little as to be considered illiterate. What can a library do for them? The teachers on his staff will teach such men to read—and what then? The library continues to supply him with books (increasing their difficulty a bit, perhaps) containing many pictures, short sentences, familiar words and frequent conversation. Such books are not easy to find, but more are being published. Reading is a mechanical skill which increases with use and the reading beginner must continue to use this skill often to make his reading an easier and easier process.

There is, by contrast, the superior reader among the prisoners with unusual reading interests which, for one reason or another, he has developed. These may be somewhat bizarre and perhaps of little practical value but frequently are legitimate and their satisfaction is a real necessity to the inmate. What can the library be expected to do for these men? Since prison library funds cannot often as yet take care of necessary replacements, duplicates and a basic collection, the purchase of unusual titles and advanced material is out of the question. Such needs are best met by borrowing from larger libraries. Inter-library loans are as simple to accomplish, in most cases, as the writing and mailing of a letter to the nearest large library agency. Postage for such loans, at the present book rate, is a practically negligible item of expense.

Greatest in number, in prison as well as out, are those people who have only a moderately well developed reading skill, an average amount of interest in the world around them, a fair degree of desire for self-improvement. These readers, like the great audience of radio listeners and movie goers who knew nothing of the pleasures of those two forms of entertainment and information until they were presented with them, have little comprehension of what the lack of a library means.

For this group the library can do an incalculable amount of positive good. These people will absorb quantities of useful information from magazines, short pamphlets, agricultural bulletins, trade and advertising publications, adaptations and that ever-growing field of popularly presented non-fiction—in other words, “stuff that makes sense.” Many of them have been readers of magazines and papers only, before they came to prison, and have formed a part of that large group with whom Lyman Bryson, Director of the Laboratory of Readability at Teachers College, Columbia University, has been

much concerned—the “average American adult who has not much more reading skill than a sixth grade school child, in spite of his more mature interests and intelligence.”¹²

Informing this “body of citizens with information which is understandable and useful is necessary to the democratic way of life.” As an attempt in this direction several books are now available in the *People's Library*. Included are small volumes on such subjects as how to use one's mind, the labor movement, the attractive home, how Americans have developed as a nation. These books are published by Macmillan at sixty cents each. They are short, presented in easy words “since the fatigue of hard reading is not only mental, it is also physical.”¹³ They are the result of long effort, of laboratory studies, and each contains three special qualities—lucidity, comprehensibility, and appeal. Each of the authors has shown that

“he is able to think clearly and write vigorously. If the magazines gave those readers all the knowledge they want, there would be no need to publish the *People's Library*—books that are simple and humanly written, yet sound. . . . Readers of the *People's Library* may come from all levels of education, occupation and culture. They will have two things in common: ignorance of some particular subject, and a desire to know more about it.”¹⁴

With such people it is quite possible to develop an interest in some continuity of reading and to hold to a sequence of subjects.

Good Reading Can be an Effective Factor in Resocialization

Reading can change the entire attitude of inmates toward their own personal prospects and post-prison life. William Berg, the librarian of the United States Northeastern Penitentiary, reports that:

“the number of men in this institution of 1600 who can be personally recalled as having changed reading habits in the past year may be conservatively placed at over the hundred mark. Considering the high turn-over of the population and the lack of adequate library assistance, this proportion may be considered actually good.”

This is the kind of informal reeducation which the prison library may conduct every day its doors are open and every hour its

¹²Bryson, Lyman, *Readable Books for the People*, p. 776. *Publishers' Weekly*, February 18, 1939.

¹³Ibid p. 778.

¹⁴Ibid p. 778.

material is being read. There is a fascinating and endless pattern of related reading which every reader may follow if he wishes.

There may even be a dramatic "conversion" when a prisoner realizes of what he has deprived himself by neglecting his reading. Hugh Morrow, librarian at McNeil Island Penitentiary, states that he has "listened to several very emotional confessions of rehabilitation through reading. . . . I know that the discovery of books by a prison inmate who has not been a reader on the outside is a matter of extreme joy to him." Most often, of course, such a change may not be detected or it comes about with prosaic, and perhaps more healthy, slowness. Nevertheless it does occur with sufficient frequency to encourage the existence of the prison library. A survey of a "casual sampling" of two hundred inmates of Sing Sing, after they had been in prison for six months, showed that 138 of this group used library cards, took out an average of twelve books each. More important is the notation that forty-three per cent of those who showed a negative library history in the outside world joined the prison library and withdrew fifty-five per cent of the books.¹⁵ To have revealed the positive value and satisfaction in reading—surely one of the cheapest and most rewarding forms of self-education and entertainment in existence—as a means to better living, is educational progress in the library. "This idea of planning one's reading to be both educational and enjoyable is new to most people and needs explanation and repetition. . . ."¹⁶

R. H. Rosenberger, Educational Director of Minnesota's State Reformatory, has this to say of the possibilities of rehabilitation by the library:

"There is no method by which we can establish definite trends away from previous anti-social inclinations nor, if we do note constructive progress in an inmate's outlook upon life and society, is there any yardstick by which we can fully measure the influence of his institutional reading."

"But that the written word does influence in varying degree each literate inmate, no one may gainsay. And, since institutional libraries are selected largely with an eye to a wide variety of constructive material, it must follow that the influence wielded is a good one. It is also safe to say that in conjunction with other educational features, the institution library is a constant source of

¹⁵Correction, New York State Department of Correction, January, 1939, p. 10.

¹⁶Chancellor, John, and others, *Helping the Reader Toward Self-Education*, p. 6. Chicago, American Library Association, 1938.

new-found interest to many men. It becomes a cornerstone in a school of social thought which displaces many a warped conception of right and wrong."

"Through choice or adversity a surprising number of inmates admit to but the sketchiest of reading habits before commitment. Biography, travel, philosophy, religion and the sciences have played little or no part in their mental training; poetry almost none. For these have been substituted light trash—cheap magazines, westerns, so-called true confessions and worse. Reading habits have in no wise been supervised or controlled. A list of the recognized classes or of leading authors' names very often falls upon unresponsive ears purely because the inmate has never met them in print. Very few have ever taken advantage of library facilities at home."

"The newly committed inmate finds himself transplanted from a hit-or-miss reading world into one in which not only his leisure time is controlled, but his supply of books and magazines is supervised. He often finds himself confined to a cell during more than one-third of his waking hours. For the first time in his life he feels the need of some medium that will project him from himself into the world from which he is isolated. Of necessity he must turn to the institution library. . . . which becomes the entering wedge in the rehabilitation of many inmates. As they were susceptible to anti-social influences on the outside, so are they now susceptible to constructive thought. Suddenly it dawns on many that they are woefully weak in matters of good literature. They may hear discussions among inmates of higher intelligence or greater education on problems with which they are unfamiliar, but which pique their interest; or, some bit of philosophy they encounter for the first time may stimulate great enthusiasm."

"But the value of the institution library as a rehabilitation agent lies not so much in the number or type of specific books read as in the general effect upon inmates' thought. When that effect is a wholesome one, there must inevitably follow a social consciousness not evident in their former conduct."

"And finally, that the library privilege is considered by inmates to be probably the most precious of all privileges, is proof conclusive that it is a major part of inmate life. Viewed as such, it ranks with the educational advantages offered by the state as a definite, though unmeasurable, factor in reformation."

"Then, too, there are many prisoners who at some time during their term are emotionally upset and mentally disturbed. With sensitive people, this may occur at the onset of a prison sentence and inmates have stated that books read during the first few weeks left no impression whatsoever on their minds or memories."¹⁷

Nonetheless, books to read have often made this adjustment period

¹⁷Rosenberger, Ralph H., *Rehabilitation and the Library*, p. 187-189. Minnesota Library Notes and News, June, 1938.

less hazardous and, when skillfully selected, guided reading can be a potent factor in turning a prisoner's bitter thoughts to more constructive reasoning. Hugh Morrow states that the "library is the main-stay against becoming 'stir-simple' or even insane."

Webster Wheelock, librarian at the United States Penitentiary, Leavenworth, Kansas, relates the experience of one prisoner who "entered the prison broken spiritually and mentally. Above the average in intelligence and sensitivity, the first two months of confinement almost succeeded in breaking him. He suddenly decided to read. Books shook from him his feeling of bitterness and despair. He became an avid reader, mastered Spanish and German, sufficient to teach the former in the school, read constantly in sociology, history, philosophy and general non-fiction. He could not refrain from enthusiastically expressing his appreciation to me for all that the library has done for him."

In the hospital world one often hears doctors use the phrase bibliotherapy—the use of books to help cure a patient. Is this not an apt term to apply to the guided reading of many prisoners?

"The therapeutic value of books has long been recognized. Over the entrance of the library at Thebes, centuries before the Christian era, was an inscription in Greek which is commonly translated 'medicine for the soul'. . . . Our modern application of this early practice has been summed up in the single word 'bibliotherapy'. . . . One physician defines it as the scientific treatment of diseases by the use of literature."

"Dr. John Rathbone Oliver says of a physician in his book, *Fear*, 'This friend of ours has a curious pharmacy of his own—his library. He believes that the right kind of a book may be applied to a mental illness just as a definite drug is applied to some bodily need. I've watched him, in his library, thinking over some new case and then going from shelf to shelf, taking down a book here, marking a passage there, just as a druggist compounds a physician's prescription from his bottles and drawers and jars.'"

"In the modern hospital this interdependence between mind and body is clearly recognized and various forms of this therapy are introduced. Bibliotherapy is just one form, but it is a very potent influence because what a man reads acts upon his mind for good or ill. . . . Patients have said on leaving the hospital, 'Books made me well.'"¹⁸

Might we not expect that many men who have been guided in their reading while in prison, might also feel that books had helped to make them well?

Reading as Recreation

Thus far no mention has been made of the purely recreational aspects of reading while in prison. Since this chapter should determine the educational function of the library, it might be necessary to prove the librarian's contention that reading for pleasure and pure recreation also has its educational aspects. Probably no one would deny that the history incidentally absorbed while reading a satisfying novel, that the knowledge of another country, race or kind of person presented in vivid story form, is a worth while and educational feature of such reading. Such knowledge, although only indirectly and even unconsciously taken in by the reader, contributes no little, in the sum total of many such reading experiences, to one's fund of general information. The conscious choice of rapid-paced, romantic, sentiment or completely diverting fiction, to ease strain and tension and relax mental and physical muscles, is evidence of intelligence and education of a kind. Nor should the purely relaxing properties of reading be denied. It is not necessary to improve one's mind and purposefully choose every chapter of one's reading. Only when a reader persists in making his mind a "drain for print" and insists upon continuously using his reading hours for "escape" purposes only, a harmful sidestepping of the world he must live in, can recreational reading be considered harmful.

It is probably unnecessary to point out the aid of the library to the warden in many matters of prison discipline, also. When evening and week-end hours are devoted in part to reading, there is much less opportunity for boredom and idle mischief to develop, much less preoccupation with petty grievances, much less dwelling on real or fancied wrongs.

Illustrations of Good Library Procedure

For an example of a prison library which embodies all the desirable aspects of equipment, trained librarian, library advertising, library reading courses and cooperation with other departments, the reader is referred to that at the United States Northeastern Penitentiary at Lewisburg, Pennsylvania. Quoting again from Warden Hill's paper presented at the last American Prison Association Conference:

"We endeavor to treat our charges as nearly like men of our own world as they will allow us to do in keeping with good penal practice. Our institution is not administered on the theory that **everything** that is not prohibited must therefore be compulsory. We operate

¹⁸Jones, E. Kathleen, *Hospital Libraries*, p. 3-7. Chicago, American Library Association, 1939.

under as few rules as such an institution will allow, and I have been told that in a large measure we are having some success. This success is greatly due to our two educational advantages, namely, a very fine school system and an exceedingly fine library."

"I doubt if the average small college or city has a library more complete in its physical beauty and arrangement than ours. In it are about fifteen thousand volumes selected and purchased with a great deal of care and thought. Our funds must be judiciously used, for we accept no donations except books which inmates have received from their families and may voluntarily contribute to the library after reading. We are not like the librarian whose visitor remarked, 'You have a very nice collection of books; you should have more shelves;' and who replied, 'I know, but nobody seems to lend us shelves.' We employ an experienced librarian selected from the United States Civil Service register, who has complete charge of the operation of his department. He recommends the purchase of particular books best suited to the needs of the inmate body and sees that they are properly classified and catalogued and invitingly brought to the attention of the men. This service is augmented by aids prepared by the Supervising Librarian of the Bureau of Prisons, as well as by inter-library loan arrangements with local colleges and state libraries."

"As the haphazard collections which outside libraries often accumulate might have dangerous potentialities in a penitentiary, we endeavor to acquire a purposeful unit and maintain our library as a permanent factor in the educational and rehabilitative program formulated for our inmates. Recently the library department of the Bureau of Prisons has inaugurated general courses which assist in directing reading for the men in various vocational studies and trades, such as advertising, journalism, Diesel engines, barbering, air conditioning, fur farming, stock raising, agricultural pursuits, applied psychology, and personal hygiene. Our librarian has, also, the cooperation of the supervisor of education and the various shop foremen, whose insight into the needs and interests of the men assigned to them for vocational training enables them to make valuable recommendations.¹⁹ With these aids an effort is made at all times to cover as thoroughly as possible the subjects of greatest interest to the population, providing vast opportunities for those men who are ambitious for self-improvement to prepare themselves for congenial adjustment to life outside."

"We find that a great many of our inmates follow the narrow path of technical and trade reading. Many men who have not had a single hour's experience in any of the building trades outside

¹⁹An excellent and essential list of books, trade catalogs, trade periodicals and visual aids to use in this connection is, *An Annotated Bibliography of Books and Pamphlets on Certain Mechanical and Allied Trades*, compiled by R. Russell Munn, Librarian, National Youth Administration Work Experience Project, Quoddy Village, Maine.

are assigned to a project involving the construction of some forty dwellings for the civilian personnel, and it is really remarkable to see how they clamor for specialized reading on carpentry, masonry, plumbing, electricity, and painting, stimulated by their work to acquire more extensive and accurate knowledge of the trade to which they are assigned. Consequently, our library is fast becoming more and more specialized to meet the demands of vocational training, and our available material has been so arranged as to provide easy access to this specialized knowledge, especially through reference and magazine sections under the guidance of trained members of the inmate staff."

"Any inmate with a good disciplinary record may visit the library at least twice each week. There the men may browse among the book shelves, read at the tables, look over the magazines, and secure advice on reading from the librarian or from any of the members of the inmate staff, who are selected for their proficiency in learning this routine. We feel that this opportunity to select books voluntarily is one of the most important single urges behind the use of the library facilities by the inmates. It certainly completely overshadows in effectiveness the usual plan of having books selected at random by a library assistant and delivered to the men in their living quarters."

"In a broad sense, our library is much the same as any other and serves the same purpose; but far beyond that, our purpose is much more intensified and sharpened because of the particular group we serve. Good administration endeavors to break the monotony of prison routine and stimulate the inmate's mind to follow mental channels which preclude mischief. Reading serves these ends to a much greater extent than the average person can realize. It stimulates in the untutored the desire for learning, helps maintain an education already present, and increases knowledge wherever possible. In short, the aim of our library is not only to provide recreational reading, but to aid the educational program as well. 'Make time serve you' is the watchword which has inspired hundreds of our inmates to prepare themselves for the better life outside."

"As I said in the beginning, I am not a librarian; but I do know that in an institution like ours it is necessary to employ the highest type of specialist available for each specialized job, and I am sure that no institution operated under the modern system of penology could attain the goal of individual treatment and definite rehabilitation without an adequate and carefully supervised library. The Bureau of Prisons has recognized this fact and given Northeastern a library which I am proud to have under my administration."

William Berg, the librarian, in the 1938 annual report of this library, describes the evening reading room procedure in some detail which is included here for the sake of those who may wish to adopt it, in whole or in part, in their own prison libraries:

"The night library operates as follows: the library is open for the admission of inmates five evenings a week from Monday through Friday inclusive, between the hours of 6:30-9:45 P. M. Each evening session is divided into three periods, 6:30-7:30 P. M.; 7:30-8:30 P. M.; and 8:30-9:20 P. M. They are designated first, second, and third periods respectively."

"The inmate readers are divided into three groups: red, green and blue. Each man through application only, receives a library pass bearing the color of the group to which he belongs. This pass is good any evening for the library period as shown on the main corridor bulletin board in the same color as the pass. The three groups rotate daily thus allowing each inmate reader to attend a different hour each evening."

"Library lines are formed in the corridor at the beginning of each period and then sent on to the library. The custodial officer on duty in the library checks the inmate passes as the men enter the corridor. Upon entering the library, each man hands in his registration number to another staff member, which is recorded. The inmate is then free to go to the shelves and select his own books and magazines (not over two in number). Thus ample time remains for reading and study. A few minutes before the hour is up, the librarian makes a call for all books to be charged out."

"The charging of books is facilitated by drawing out, beforehand, the borrowers' cards of all the men recorded at the beginning of the hour and crediting the inmates for each book returned. Thus it is possible to note at once how many books are still outstanding on each card. This procedure eliminates any dispute regarding the number of books to be charged out again to each man."

"Each inmate as he approaches the charging desk is handed his borrower's card which is withdrawn from a numerical file. From there he goes on to the book chargers, and after having his books checked, returns to his seat until the hour is up."

"Upon dismissal, the inmate reader leaves the library under supervision of the custodial officer and exhibits his books to the librarian showing that they have been properly charged."

"From observation of the limited data on hand, the following advantages have been noted:

- 1) It brings the book to the man.
- 2) Each man can browse among the books and get the one he wants
- 3) Each reader looks at many books, thus discovering new authors
- 4) It is possible for each man to visit the library nightly
- 5) It affords the librarian and library staff the opportunity to advise men
- 6) It creates greater use of reference material
- 7) It is possible to obtain a better idea of the inmates' likes and dislikes in books (This is an aid in selecting new books)

- 8) It provides a better check on books
- 9) It makes each man personally responsible for the books charged to him
- 10) The inmate is more apt to read a book which he selects
- 11) It eliminates the book box

"No extra custodial officers are needed; total circulation has dropped a fraction owing to the fact that some men have failed to request library passes; the percentage of our non-fiction circulation has remained the same; the staff has remained the same in number but work assignments are now more varied."

"New library passes are being issued daily, thus insuring good attendance at every evening period. Furthermore, circulation figures will go up with the issuance of more passes. As far as we can note, summer evening stockade affects only the first period."

"From present indications, the new library service at our institution appears headed for popularity and success."

Organized by Mr. James Dawson, Sing Sing's library also represents good library service. Inmates are free to visit it both to read and to borrow books. Oak reading tables, comfortable individual chairs are provided to accommodate ninety-six, and the library hours are long enough and so arranged that every prisoner may spend many hours there each week. Visits may be made during the daily noon hour, all day Saturday and Sunday and also during most recreation periods. Housed a few years ago in a new modern building, the library has an attractive reading room that has nothing of the ordinary prison atmosphere nor the "feel of an institution."²⁰

Walkkill Prison maintains an excellent library, under the supervision of Mr. Herman R. Rudolph, a trained librarian. The library serves every phase of the educational program by procuring books, magazines, visual aids, and other teaching and reference material.

Promoting the Prison Library

The reader can thus visualize what the active use of a library in a prison may mean. There are few activities provided by the warden to which the library is not in some way related. Cooperation with the school department has been indicated, and where this is close and on a systematic basis that department will advise the librarian from day to day what supplementary material is needed in the classrooms or the shops. These books and other aids can be sent from the library to whatever section of the prison they are

²⁰Correction, New York State Department of Correction, January 1939, Volume 8, Number 1, p. 10.

needed. Very nearly every moving picture, including those of sheer entertainment value, can be tied up with books in some way. Those pictures taken from novels, history, and biography, are the best possible kind of springboards to the reading of the novels and biographies themselves.

It is possible to secure from the University of Chicago three physical science texts which have been integrated with sound films prepared under the supervision of the author. These were planned and first made available in 1931. The books are:

Lemon, H. B.	<i>From Galileo to Cosmic Rays</i>	\$3.75
Croncis, C. G. and		
Krumbein, W. C.	<i>Down to Earth</i>	\$5.00
Bartky, Walter.	<i>Highlights of Astronomy</i>	\$3.00

This is valuable adult education material to present in any prison.

When speaking over a radio is possible within the prison, a perfect opportunity is provided the librarian to introduce books and the opportunities they provide for practical information and pleasure reading. It will be the librarian's responsibility to arrange exhibits and visual aids of many kinds. There is a rich source of industrial and trade exhibit material available for the prison library which is of great value not only to unskilled readers but everyone else. Library notes in the prison paper, the use of bulletin boards and effective posters (and need we say that these should not urge the prisoner to emulate Rodin's Thinker or Lincoln, Washington and other people of exceptional achievement nor try to induce him to cover an impossibly wide and discouragingly broad list of reading) and many other devices will serve continually to suggest the daily usefulness of reading, of books to the prisoner and the staff.

The important service of the librarian—pointing out the advantages of and arranging for planned reading of however modest a nature—is a service gauged entirely to the individual prisoner. The librarian himself and many staff members can well first make use of a list of books representing seventy different types of people, whose occupations and characteristics differ widely, so that "when anyone of them appeals to us for reading guidance we will have a much more sympathetic understanding of his needs and problems than we had before."²¹ This list includes the timid and inferior-

feeling person, represented in books by *Good-bye, Mr. Chips*, by James Hilton; *Of Human Bondage*, by W. S. Maugham; *One Little Man*, by Christopher Ward. The factory worker is depicted in *Land of Plenty*, by Robert Cantwell; *A Bend in the Road*, by M. T. Raymond. The unappreciated, the low-brow, the rebel against tradition, the lonely person, the skilled tradesman, the unskilled worker, the farmer, the housewife, the criminal—these and many others are revealed, each in several books, frequently fiction, in a vivid way. Many times the librarian may suggest some of this type of reading to the prisoner himself—to help him see himself, or someone in his family or his job in an objective fashion.

The librarian will also have many occasions to refer to and supply copies of a splendid and up-to-date list—*Books for Self-education*.

"These books are not for the expert but for the person who, because of gaps in education, loss of the habit of reading, or unfamiliarity with certain subjects, desires easy, readable approaches to many fields of knowledge. . . . The books have been grouped under six general headings which, together, seem to embrace the knowledge leading to a well-rounded and effective life. These six divisions are as follows:

- I. Success in daily living
- II. Cultural background
- III. Successful home life
- IV. Earning a living
- V. Social and economic problems
- VI. Biography and travel

"In the first section will be found books on personality and applied psychology, on correct speaking and writing, on manners and good looks, and some general books of inspiration which will encourage a reader in the search for a happy and successful life. Section two is devoted to books giving information about the growth of civilization in all its aspects—art, history, music, literature, science, philosophy and religion. Section three is concerned with family relationships and the varied activities connected with efficient home life, such as care of children, knowledge of food values and food preparation, interior decoration and gardening. In the fourth section are the books on various ways of making a living. Books on vocations in general are listed here, as well as some suggestions on specific businesses and trades. Because technical methods change so rapidly and books in this field soon go out of date, only a few books on specific trades have been included here. The fifth section contains books on current problems, both at home and abroad. In addition, a brief selection of readable books

²¹Medway, Hazel F., *Understanding the Reader*, p. 61. In *Helping the Reader Toward Self-Education*, Chicago, American Library Association, 1933.

about the lives and experiences of people who have achieved recognition in various fields has been included at the end."²²
This list may be purchased from the American Library Association for 75 cents.

We can quote many instances of the value of planned reading suggested by intelligent librarians aware of the personality of the prisoners with whom they are dealing. One such is a "case history" supplied by A. L. Orenstein, Librarian at the United States Penitentiary Annex, Fort Leavenworth, Kansas:

The Case of R.

"R. was an extremely loud, pugnacious, and offensive youth of 23 when he arrived at this institution, accompanied by an exceedingly bad record of incorrigibility and continuous illegitimate activity. The product of a broken home and an illiterate, doting parent, his adaptation to institutional life was very poor, and he failed to adjust satisfactorily to several different work assignments in succession. Finally, having acquired a fair degree of typing skill in the school, he was assigned to a clerical job. At this time he was enrolled by the library for a reading course in salesmanship, and his progress was carefully followed and encouraged. He not only completed his study of the dozen volumes in the course, but also typed summaries of his reading, which he organized and bound into a single, informative volume on the subject. When released, R. immediately obtained legitimate employment, and according to our latest information is carrying on very successfully as an insurance salesman at the present time."

Trends in the Development of Prison Libraries

As Lee G. Williams, formerly Supervising Librarian of the Federal Bureau of Prisons says, the prison library is "not working miracles in the reformation of men inclined to follow a life of crime and is not making educated individuals out of under-privileged men overnight," but the opportunity it affords of "self-sustained reading and study will furnish inmates with valuable training in those habits of independent study and thought that are needed in every day life. . . . and such inmates are far more likely to find employment when their sentences have been served."

Many people have been responsible for encouraging adequate libraries in prisons, friends of prisoners, wardens, chaplains, teachers, educational directors, prisoners, and librarians. They have con-

tributed books, money, enthusiasm, have asked for library reports, fostered their development and encouraged their extension. Since 1930, the American Prison Association Committee on Education has included the library in its list of interests, and schedules speakers and discussions on the library in its programs. Austin MacCormick, in his survey, "The Education of Adult Prisoners," included an inspiring chapter on the possibilities of library service in a prison. The American Library Association has sponsored a Committee on Institution Libraries for a number of years and this Committee has been responsible for the preparation and distribution of the *Prison Library Handbook*, a practical guide to the mechanics of running a prison library. It has also sponsored the preparation and distribution of *2500 Books for the Prison Library*, together with the appearance of two brief supplements. It also initiated a survey of prison library conditions in this country.

At its 1938 conference, the American Prison Association passed a resolution in favor of prison libraries and established, for the first time, a Committee to guide their development. In addition to preparing an extensive list of recent books for prison library use which will be ready for early future distribution, this Committee is cooperating with the American Library Association Committee in making a re-survey of prison libraries which will be available, it is expected, at the 1939 American Prison Association Congress. It will then be known, accurately, where libraries are located within prisons, what place the library has in prison budgets, who supervises the library, what per cent of the inmate population uses it, how many books there are, how many prisoners can go to their libraries, where guided reading is done, how many trained librarians there are and other pertinent facts which will complete the present prison library picture. Neither Committee is too sanguine as to the brighter highlights of this portrait, but it is essential to know just what this picture is like before making moves to fill in the dull corners and perhaps lighten the darker shadows.

Because this survey is in progress at the very time of preparing this chapter, no attempt has been made to describe the present status of prison libraries. A few of the innumerable ways in which an adequately supported and intelligently administered library can be an essential portion of the entire fabric of prison administration have been pointed out. Regular financial support is necessary, a professionally trained librarian is necessary, provision of inmate

²²Edge, Sigrid, *Books for Self-Education*, pp. 3-4. Chicago, American Library Association, 1938.

use of a library reading room is necessary, carefully observed experience with quantities of books is necessary as a check on what must as yet be frequently guess work in book selection. What weight the factors of reading and library use have in a prisoner's experience, particularly before his sentence and more especially after he leaves prison, is yet to be determined. This carry-over into post-prison life of the reading habit is very essential and the prime check on the library's function. His use of the library should be an important consideration in the life of a paroled prisoner.

Librarians and teachers are depending on the active, sympathetic and friendly interest of prison wardens to bring about the development of this educational agency. They have a realistic view of the warden's position and realize the many directions from which he is subjected to pressure. They believe that in most instances the warden wishes a library in his prison and that he recognizes the value of its assistance in his efforts to effect a change for the better in the lives of his prisoners. They trust he will not over-estimate the difficulties of introducing and extending a service which after all brings as many returns for the investment expended as anyone can expect of any educational agency. A \$2.50 novel, which can be purchased for his library for \$1.88, when read by perhaps 188 inmates and usually a good many more, is without question as inexpensive a form of recreation as he can provide. A \$4.00 book on automobile mechanics which he will probably buy for \$3.00, when read by 150 men is not an expensive item of reeducation. A librarian's salary, when divided by the number of reading inmates in any prison, is not a large sum to add to the per capita cost of operation. Ingenuity, rather than money, will often provide a library reading room—in effect, a classroom of a different kind, an agency for reeducation in a different manner and a factor in rehabilitation with a different meaning.

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CHAPTER XIV

CORRESPONDENCE AND CELL-STUDY EDUCATION IN PENAL INSTITUTIONS

By

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Correspondence education is not new in American prisons. Four years ago, San Quentin celebrated the twentieth anniversary of the founding of correspondence education within that institution. It is possible that other institutions developed some form of correspondence study even earlier. In this one instance, however, the program has been carried on for a period of twenty-four years and is constantly improving. Thousands of men during this time have enrolled in University Extension courses alone. Most American prisons carry on correspondence and cell-study courses to some extent. More than half of the prisons reporting in the first two issues of *Correctional Education* promoted such programs.

Prisons which have carefully eliminated or minimized inherent disadvantages of this type of educational program report a continuous rise in enrollment. At Riker's Island Penitentiary in New York City, a new high was reached in May 1939 when 955 men were enrolled in one or more cell-study courses and 1198 enrolled in the various subjects. The Federal Reformatory at El Reno, Oklahoma reports that ten percent of the population took correspondence courses even though the inmates had to pay for them. Auburn State Prison in New York reports that cell-study education enrolled the largest number of inmates of any type of organized educational activity in 1936-37 followed by an increase of sixty percent the next year. The Joliet Penitentiary in Illinois states that 1043 men have enrolled in the correspondence and cell-study courses since 1933 and according to the inmate magazine, interest in cell-study courses in the State Penitentiary at Menard, Illinois increased during the current year whereas school attendance decreased.

In the last ten years there has been a definite trend from correspondence to classroom instruction. This is due in part, to the increasing number of men under confinement and the necessity of finding tasks to prevent idleness in prisons. However, the most important factor is the increased use of civilian teachers. Of twelve institutions reporting the absence of cell-study and correspondence courses and describing the educational personnel, in the first issue of *Correctional Education* (1937), nine are staffed largely by civilian teachers. Of the eleven institutions offering cell-study or correspondence courses and describing the educational personnel, nine were staffed predominately or entirely by inmate teachers. Classroom instruction has, moreover, many advantages over cell-study, particularly for certain types of persons and in the teaching of subjects in which social concepts and attitudes are paramount. Classroom instruction is essential in the case of illiterates. In spite of this trend towards class instruction, correspondence and cell-study continue to be recognized as essential parts of most correctional programs.

Some Expert Opinion on the Use and Value of Correspondence Study

Mr. Howard L. Briggs, Assistant Director of Education in Charge of Vocational Education, New York State Department of Correction, has said that while his department makes extensive use of correspondence and cell-study education in New York institutions, classroom instruction is preferable.

Dr. John W. Studebaker, Commissioner of Education, Office of Education, Washington, D. C., indicates that there is no specific data for estimating the status of correspondence education generally in the schools in the United States. A number of universities, however, are carrying on correspondence education with some degree of success.

Mr. Chester Allen, Director of Field Organization of the University of Wisconsin, has been very active for some time in promoting the program of correspondence education in Wisconsin prisons and has expressed enthusiastic support for this type of education. It will be noted, that in MacCormick's book, *The Education of Adult Prisoners*, Wisconsin received an exceptional citation for proficiency in correspondence education. However, in recent years the program of education in Wisconsin prisons has turned towards class instruction.

One of the outstanding exponents of correspondence education is Professor C. K. Morse, Assistant Director in Charge of Public Service, of the University of Nebraska. Mr. Morse believes that correspondence education enables the educator to meet the problem of individual differences among students, and especially, to provide clear sailing for capable students in terms of their interests. This contention seems to have been stressed at the 1939 meeting of the National Association of School Administrators at Cleveland, Ohio. Those interested in well developed correspondence syllabi might consult Mr. Morse.

There seems to be considerable use of the International Correspondence School courses in a number of the penal institutions. The New York State Department of Correction and the Federal Bureau of Prisons make quite general use of such courses. Dr. E. Preston Sharp, Supervisor of Rehabilitation in Pennsylvania's Eastern Penitentiary, has utilized correspondence work to good advantage.

Advantages of Correspondence and Cell-Study Education

Correspondence studies are carried on by mail between the student and the educational agency. Lessons are mailed to the agency for correction which in turn sends back the lesson sheets together with comments, and the student then proceeds to the succeeding lesson. Cell-Study differs in one or two ways. The courses may be bought from outside agencies and the lessons graded within the prison itself, or the courses may be drawn up within the prison and the lessons graded within the institution as well. Correspondence and cell-study work may lose in effectiveness because of lack of personal contact, sympathetic understanding and help from the teacher. Then, too, the significance of benefits arising from controlled group activity, from the personal relationships among students and the feeling of acceptance and of approval by the group are lacking in, and constitute serious defects of correspondence and cell-study work.

Correspondence courses are less valuable than cell-study courses. The student uses a syllabus which has not been developed with his particular needs in mind. Also, the long hiatus between the completion of a lesson and the receipt of the corrected answers from the outside agency is psychologically harmful to the individual's drive toward continued learning.

One advantage of correspondence and cell-study courses is that inmates that are unwilling to attend classes because they feel it interferes with their work are made accessible to the educational department. This results in minimizing any possible conflict with institutional routine. Auburn State Prison in New York has discovered the value of developing cell-study courses in subjects related to the shops, thus giving the inmates the associated theoretical training in an organized fashion. Correspondence and cell-study courses represent a voluntary method of self-advancement fostering a spirit of self-reliance and achievement in the acquisition of definite vocational skills and academic training. The students can progress at their own rate depending upon their capabilities and industriousness. Institutional advisers and lesson graders may hold individual conferences and assist the student, clarify perplexing points, arouse his interest through personal contact and in general, aid the student in his work. Finally, the student has the opportunity to choose courses of interest and value to him which meet his needs, thus making considerable demands on his mental capacity, helping to rescue him from the lethargy and progressive deterioration due to monotonous, rigorously limited and highly ordered prison life.

Education is a means, an instrument, rather than an end in itself and therefore one of the fundamental precepts of education is the development of the individual to the maximum of his potentialities. Thus, proper teaching must provide work well suited to the student's abilities and needs. The limitations of each student must be recognized and acknowledged in order to permit the cultivation of the habit of achievement. Vital experiences of continual successes in education are the crux of proper teaching. The teacher must take into account the past experiences of the students, their hopes, desires and chief interests and make provisions for emotional satisfaction as well as achievement. The teacher's task is to help to meet the needs revealed by the study of the personality of the inmate and meet these needs in such a way as to prepare him for a proper role in our society.

The correspondence or cell-study course represents a self-chosen project satisfying the need of achievement by means of the performance of tasks important to the student, which they can complete largely by themselves and which they can evaluate in terms of their own progress. Furthermore, correspondence and cell-study

courses may be used to develop new interests, present a new outlet for their energies and build new and desirable habits of work and play.

What people do when they are by themselves and free from their routine is what counts. Many men coming to an institution are frequently inflicted with inferiority feelings. For such, the function of education should be self-development—the promotion of a sense of personal responsibility within the student, and this frequently can be done better through cell-study, where the responsibility is definitely placed upon the individual, than in the classroom.

For the past three years, San Quentin has made serious effort to evaluate the results of educational activities on the part of its students. We are convinced that, on the whole, those students in our population who are able and willing to do correspondence study in their cells are more reliable than others. Inmates enrolled in correspondence courses are genuinely interested in their studies, whereas there is suspicion on the part of prison administrators that some men who attend classes do so without any serious interest. Men usually attend classes on prison time and it is more "convenient" in the schoolroom than it may be on the "rock pile." This condition is inevitable unless the school administration has facilities for segregation and counselling to the point of knowing intimately the characteristics of the individual student.

The Value of Correspondence Study for Different Educational and Intelligence Levels

Individuals of low intelligence learn best in concrete situations. For them education is largely a matter of training and a sheet of paper containing instructions and explanations has little meaning for them. At the Woodbourne Institution for Defective Delinquents in New York, no correspondence or cell-study courses are offered. For border-line individuals, correspondence study has some value if the materials are very simply written and extensive use is made of verbal and pictorial illustrations. The large majority of inmates enrolled in correspondence and cell-study work should be recruited from those with average or better than average intelligence.

There is a general disposition to assume that inmates in our prisons have a very low mental and educational status. However, the fact is that in these respects the men in the prisons of most States compare favorably with the free population. Moreover,

about five percent of prison inmates have attended college. In some states forty percent have had some contact with the high schools. The University Extension Courses, where available, offer an admirable opportunity for extending the education of such men.

Doubtless men of high school and college level in the prisons should engage in specialized study. The intelligent and educated man, when placed on parole, must have a specified service to render and should be prepared for that service. Since he is conscious that his inherent ability is above that of the laborer, he is likely to be a social misfit if he is not able to make use of his ability. It is for this reason that contacts should be made with some college or university, for obtaining specialized courses. Correspondence and cell-study courses should be of such a variety that there will be a wide range from which to choose. The individual's interests must be served if he is to be trained or re-trained successfully.

Guidance is an Important Factor in Making Correspondence and Cell-study Effective

A well organized system for working out individual programs is necessary for effective correspondence and cell-study. Such planning is being done in a good many of our prisons under a guidance or counselling system. Careful guidance in the selection of the courses by the student is particularly necessary. Likewise, there must be careful preliminary testing and counselling. Moreover, the student's enthusiasm must be aroused and the proper attitudes engendered.

In San Quentin, an effort is made to plan the school program of the man for approximately three years in advance. In that institution there has been serious failure in planning for classroom instruction because there has been no opportunity to secure the students at the proper psychological moment for instruction. In correspondence and cell-study, however, this obstacle is not present.

A programing system cannot be operated effectively by the traditional set-up, nor through a book of instructions passed out casually to in-coming men. Before counselling can produce desirable results, a knowledge of the intelligence of the men must have been obtained through adequate tests, the educational status determined, the emotional stability or instability observed and recorded, and possibly aptitude tests given to determine if the man has vocational or professional possibilities. When the infor-

mation concerning an inmate has been checked and the data studied as a whole, the next step is to develop an individual study program.

When men are thus programmed according to their interests and needs, we find they are occupied in useful work. We are convinced that the best sign of a rehabilitated man is a knowledge of the fact that on the basis of such a program he has willingly completed the courses selected.

The Eastern State Penitentiary in Pennsylvania uses the findings of a classification clinic to aid and guide the inmate in the selection of the most suitable courses. No one is permitted to enroll in a vocational course unless he has had some actual experience or unless he is permitted to secure it in a vocational shop.

At Sing Sing Prison in New York the appointment of a director of education in 1937 revived the correspondence and cell-study program. A civilian teacher, now in charge of this division, is responsible for the guidance of the students. All inmates above the sixth grade are interviewed by the civilian teacher for help and advice regarding the selection of cell-study courses. As a result, fewer men have been dropped and more inmates have been carried over as active students in 1937-38 than in the preceding years. Marked improvement in the quality of the work and a definite rise in the number of inmates actively interested has resulted from the guidance service offered by the civilian teacher. Interestingly enough, a marked shift in the type of cell-study course that inmates now choose has occurred. The percent enrolled in the academic courses has decreased sharply while the number of applied trade, commercial and business cell-study courses has risen sharply.

Correspondence and Cell Study Rounds Out an Institution Educational Program

In many large institutions the correspondence and cell-study courses constitute the only educational activity in which many inmates can participate. If men wish to attend the regular school, the class periods may conflict with work periods in the factory, shop or office. Men cannot always be certain from school term to school term that they will be able to attend classes, or to carry on a planned program of studies. Most institutional schools have neither space, equipment nor the faculty to provide training in the different subjects at all hours of the day. For this reason correspondence and

cell-study courses should supplement any classroom program. Continuity of effort and study are highly important to the learner if he is to develop a feeling of confidence and achievement. In San Quentin, due to the large population, there are opportunities to provide cell courses which match class courses. If a man is compelled to drop the class course for any reason, the chances are that he can take cell-study work and carry on without serious interference with his program.

Furthermore, in San Quentin, any inmate may avail himself of complementary cell-study courses and take class courses at the same time. With an enrollment which runs into the thousands during the year, the average man carries approximately three courses; one on a week day, one on a Saturday or Sunday and one in cell-study or correspondence. This is a beneficial distribution of time and effort.

At Auburn Prison in New York a number of vocational cell-study courses in the skilled trades, business and industry, directly correlated with the shop work and industries of the prison are offered, permitting the inmate to make individual progress depending on his ability and interest. In this way the inmate receives practical training in the shop during the day and studies the theory and related subject matter at night in his cell, thus establishing a thorough correlation of theory and practice.

Success in Correspondence Study Depends Upon Frequent Contacts with Students

Commercial correspondence schools experience great difficulty in sustaining student interest by mail. The percentage of "incompletes" is always high. The problem of preserving interest after the novelty has worn off or a difficult problem has been encountered, is even greater in the prison. The only remedy is frequent personal contacts with the student. The counselling should be systematically organized in order to insure both adequate vocational guidance, and intelligent help with any problem the student is unable to solve. It is frequently desirable to call in various employees or even other inmates qualified to give specialized technical advice in cases where the work has advanced beyond the knowledge of the readers in charge of cell-study courses. The practice of utilizing an inmate who has successfully completed a technical course, as counselor for other inmates taking the same course sometimes works effectively.

In the Eastern State Penitentiary of Pennsylvania, the director of education regularly checks the progress of the student and those not submitting lessons are interviewed, their difficulties analyzed and aid rendered.

The Riker's Island Penitentiary in New York City uses a civilian teacher to interview the students delinquent in returning lessons as well as those requiring individual assistance.

When lessons are not returned in a reasonable time at Sing Sing Prison, the inmate is asked to bring the assignments and lessons to a conference for help and guidance by the civilian teacher. At present, weekly conferences are held between the inmate teacher and those students taking a specific course in order to clear up any difficulties present and review broadly the subject matter studied during the week.

At Auburn Prison, the grades and comments of the inmate teacher are submitted to the civilian teacher who determines the progress of the student and arranges for individual instruction or interviews, or assigns supplementary lessons where weaknesses are visible.

Correspondence and Cell-Study Courses Must Be Clearly and Interestingly Written

One of the most important factors influencing success in correspondence and cell-study courses is the manner of presentation. Most courses are very bookish and seem to be written by men, frequently teachers, who have a picture of students, usually juvenile, in classroom formation. Correspondence and cell-study courses written as though the student is in a class are undesirable. A successful teacher in a classroom uses types of stimuli and resorts to devices which cannot be used under correspondence or cell-study conditions. Care should be given to the selection of syllabi so that the material is presented in an attractive and compelling form. In checking over correspondence courses in non-institutional situations, we find drastic changes have been made in recent years. For example, the Army correspondence course system has made marked improvement. It was formerly the practice to issue an informational pamphlet and a series of questions. The student had only to read the pamphlet to find verbatim answers to the questions asked. The Army has changed this system, and now almost all the correspondence courses use the problem and project method.

Increasingly, prisons are beginning to write their own courses adapted specifically for a particular type of student. Of the sixty cell-study courses offered by the state penitentiaries in Illinois, all but four have been prepared by inmate teachers.

In a prison, correspondence courses should stimulate the inmate to performance of some task as evidence of his interest and to demonstrate his grasp of the subject. In view of this, we should use increasingly the problem and project method. Necessarily, problems presented to such men should be problems similar to those the inmate will meet after release. Furthermore, many men interested in prison education contend that successful outcomes must be possible, for "nothing succeeds like success." Part of the rehabilitative process is the development of feelings of self-confidence and belief in one's ability. The correspondence and cell-study courses enable the individual to demonstrate to himself that he has ability and can achieve definite tasks.

School Texts too Juvenile for Adults

The problem of text books accompanying correspondence and cell-study courses has presented a great many difficulties. Most text books written for elementary or high school use are unsuitable for men since problems for adults should be couched in terms of the working world existing on the outside. During the past few years San Quentin has developed what they call the Pre-Vocational Educational System including such groups of subjects as Pre-Engineering, Pre-Farming, Pre-Commercial and Pre-Electrical courses. Even though they are teaching the elementary concepts of arithmetic, the student sees more meaning and value in correlating the subject matter with his chosen vocation. Many prison schools have dispensed with books altogether and have written syllabi to overcome juvenile text difficulties. The University of Nebraska seems to have made real progress in developing correspondence course syllabi adequate for adult minds.

The State Department of Education of California has provided textbooks free to San Quentin. The prison may order as many books as are needed. Last year San Quentin received about four thousand books in the fields of mathematics, spelling, music, penmanship and reading. These books go to the prison school repository and are issued to the men on request together with an envelope containing the course lessons that go with the books.

Almost all the prisons offering cell-study courses provide textbooks free of charge to the students.

Collecting, Grading and Distributing Lessons

The procedure at San Quentin is to develop cell-study courses around selected textbooks, elucidating the fundamental principles and using page and chapter in the books as definite assignments in the syllabi. These books are then issued to the inmate and sent to his cell with the appropriate lesson sheets. The inmate is told something of the importance of the assignment, instructed how to do it and when to do it, and warned of the difficulties arising from carelessness and indifference. He is issued paper on which to work out his problems and his lessons, and this is placed in an envelope into which he is to put the problems as they are answered, or the lessons as they are completed. His name is on the envelope, with his number and his cell number, and when he has completed his lesson, this envelope is brought to the Department of Education. The inmate course readers proceed to correct the lessons, adding such comments as will be illuminating and suggestive. When the returned lessons evidence a lack of mastery, the student is called in and the lesson is explained by the reader. The lesson is graded and returned with a new assignment to the cells within twenty-four hours. The introduction to the syllabus describes the grading system used. "C" is an average grade. Many readers have wished to give only "A's" as an encouragement and stimulation. Too much "encouragement" if the work does not merit it, is unsatisfactory. A normal distribution of grades for men in correspondence courses is highly desirable.

Care is Needed in Selecting Readers for Correspondence and Cell-Study Courses

Capable readers, who are sympathetic and patient, and who take time to correct the papers properly, will maintain a high percentage of completions. If, however, readers, whether they be inmates or civilians, treat their cell-study lessons indifferently and lack patience, the results are likely to be negative.

For these reasons, prisons are increasingly introducing civilian teachers to supervise the inmate readers. Sing Sing Prison and Auburn Prison, both in New York, and Riker's Island Penitentiary in New York City have noted most satisfactory evidence of the usefulness of civilian teachers in the supervision of the correspondence and cell-study work.

The Eastern State Penitentiary in Pennsylvania, finding itself financially unable to employ civilian teachers, has developed the alternative of employing the International Correspondence Schools to train twenty-five inmates, who have either practical experience or a detailed knowledge of the particular subject.

Rehabilitation Depends on the Early Utilization of Inmate Interests

Since there is a steady day by day flow of men into the institutions, they cannot be immediately enrolled in classes. In many institutions ten to thirty days are allowed for personal survey. Prison schools usually operate by the quarter or semester, and if an inmate comes in after the opening of a semester it may be six months before he is privileged to attend school. It is desirable that the new inmate be enrolled in his program early. This early start toward a definite goal is essential to effective programs. The whole outcome of imprisonment may hinge to a large extent on the first ten days following the arrival of a man in an institution. This ten day period should therefore be used to get the man started on his educational program. If he follows through for thirty days he will more than likely maintain his interest and effort. A correspondence and cell-study system provides an opportunity for immediate enrollment.

Quick Service Necessary in Correspondence and Cell-Study Procedure

At San Quentin correspondence lessons can be read for the most part by inmate readers. It was formerly the practice to send such lessons to the university. The university service usually required a month to six weeks. The student lost interest before his lesson was returned. Well-educated inmate readers, who are trained in their specific subjects are now selected. Their qualifications are submitted to the University of California for approval.

After carefully examining an assignment the reader places a grade on the papers, a new assignment is enclosed in the envelope, and the man in the cell is able to get his second lesson approximately twenty-four hours after finishing the first. At San Quentin, ninety-six percent of all extension lessons are read by inmate readers. These inmate readers have offices in the Educational Department and they usually spend their full time in correcting correspondence lessons.

Correspondence and Cell-Study Lends Itself to Responsibility Development

It is the custom at San Quentin to issue correspondence courses to the more intelligent men in keeping with their interests and the possibilities as agreed upon with the counsellor. Such courses are issued to the men only on the approval of the director of education. An educational task is in the nature of a cooperative "contract," and lends itself to a form of an agreement between the director of education or the warden and the incoming inmate. If such a contract is entered into, and opportunity is provided by the warden for the prisoner to discharge his part of the contract, there results one of the indexes of the parole ability of the prisoner. If the inmate, on his own initiative, is willing to study, it is believed that he increasingly becomes less of a parole risk for the reason that he learns to discipline himself in the field of his attitudes and ambitions.

Correspondence and Cell-Study is an Aid To Guided Library Reading

From long experience it has been found that the casual reader of library books in the prison is just a casual reader and never becomes anything more. Students who adopt planned objectives usually have greater ability to learn and to master than those inmates who avail themselves of no plan or schedule. Since many men in prison are incapable of self-direction at the beginning, some kind of schedule should be planned for them. A well-developed correspondence plan is a great help in this connection. When the correspondence or cell-study course reaches the man in his cell he knows that he must have a report on the first lesson within a week or he will be required to give an account of himself.

Examinations and Credits

The University of California issues credits for approved correspondence courses satisfactorily completed which may be applied toward a degree from the University. Credits for work done may also be applied toward satisfying the requirements for graduation from high school. Such graduation is important in the placement of men on jobs requiring definite educational achievement.

In order that credits may be given by the University, all men completing correspondence courses with inmate readers are required to take a final examination provided by the University.

The Eastern State Penitentiary of Pennsylvania has arranged with the International Correspondence Schools to grant a diploma identical with the one issued to civilians and containing no mention of the prison. The diploma is granted following the completion of a final examination and a review of the work of the student by I. C. S. experts.

New York State institutions, which offer secondary school cell-study subjects to inmates who have completed their elementary education have uniform examinations conducted by the State Education department which must be successfully completed before credit is granted.

The state penitentiaries of Illinois give a proctored examination after the completion of the cell-study courses in secondary school subjects and certificates recognized by the Illinois public schools are issued for completion of the freshman, sophomore and junior years. In addition, the penitentiary at Menard offers seventeen cell-study courses for men who have completed the seventh grade. The completion of eight cell-study courses followed by an examination leads to an eighth grade diploma.

Most Correspondence Courses Can Be Administered Locally

The cost of correspondence courses is borne in some prisons by the prison administration, and in others by the individual. At San Quentin University Extension courses are given without cost. Since only four percent of the correspondence students have their courses read at the University, the expense is not great.

In San Quentin seventy-five percent of those enrolled complete their courses. This reflects the quality of the courses and the grading ability of inmate readers. Reports are sent to the Board of Prison Terms and Paroles describing the educational activity of inmates. Where such reports indicate carelessness or indifference, or lack of consistency, it is considered as an indication that the inmate is lacking in stability.

In California, the University has granted permission to the prison to mimeograph the extension course syllabi for local use and distribution. In a few cases where the number of pages is unusually large, or where there are intricate plates, or where the demand is not great, it is better to buy the courses from the University. But in most cases all stencils are cut at the prison. Since mathematics

and English are always "tops" in cell-study courses at San Quentin, it is comparatively easy to keep an adequate supply of syllabi on hand, and the cost of production is almost negligible. A good library is also most important and should be a part of any correspondence and cell-study system.

Auburn Prison in New York has met the problem of the use of inmate teachers to mark cell-study lesson sheets in a novel and efficient fashion. These inmate teachers are carefully trained by means of "Master Vocational Courses" covering a wide range of subjects in the particular vocations and requiring a longer period of study. For example, an inmate teacher with wide experience in the building trades is given a correspondence course in building-contracting, requiring a long period of study covering a wide range of skills such as masonry, carpentry and house-wiring. This inmate-teacher training program consists of courses offered by the International Correspondence Schools and lessons submitted by prospective inmate teachers are corrected by their experts.

A Plan for Utilizing Correspondence and Cell-Study Work in a State-Wide or Regional Program of Correctional Education

A regional service covering all institutions in one or more states would be most valuable. In California, the Department of Education at San Quentin handles the correspondence courses for Folsom and until recently has done the same for the women's prison at Tehachapi. If there were a dozen prisons in the state such courses could be distributed from one central point with very little additional expense or loss in effectiveness.

Recommendations

1. Since teaching must take into account the past experiences of the particular students, their hopes, their desires and chief interests, it is suggested that cell-study courses be constructed by the educational department wherever possible and that correspondence courses be used only where the subject desired is either limited to a small number of students or where it is impossible to obtain an experienced teacher.

2. Thoroughgoing guidance is most important. Courses should be selected by the student after consultation with the guidance service.

3. Wherever possible, civilian teachers should be used—at least to supervise the work of the inmate readers.

4. Cell-study courses must be clear and direct. They should be constructed for the particular type of student involved. For greatest effectiveness, the lesson sheets should be written in the style most suitable for his needs and interests. The courses should be presented in words within his reading vocabulary combined in the types of sentences the students read most easily. Such factors as adult vocabulary; lucid, clear expression; starting with the familiar; sentences varying in length; adult approach and clear cut chapters are of greatest importance in reading and therefore in correspondence and cell-study education. New words and ideas must be clearly defined. Illustrations should be plentiful and the printed page pleasing to the eye.

5. Provision for individual differences should be made. Both easy minimum achievement goals and opportunities for wider activities or a choice of assignments should be present.

6. Lessons should be short to provide for regular experiences in accomplishment and as an incentive to further learning.

7. Learning should be directed toward the attainment of specific objectives.

Conclusion and Summary

In prison education the individual must always be the center of interest. It would be ideal if each inmate in our prisons could have a special counselor to help throughout his period of confinement as well as during his parole period. Such a system is impossible because of the expense. The very essence of rehabilitation is a long period of individual work carrying out a carefully planned program. The correspondence and cell-study program can be very helpful in such a development by permitting the inmate to build along the lines of his own personality. Since university credit is granted for the completion of many correspondence and cell-study courses, the released inmate is often encouraged to continue his education at the university itself. To be able to follow such courses freely after leaving the prison is likely to develop integrity, and to secure the individual against the feeling often prevalent among inmates, that the world is against them, thus leading to anti-social behavior. The inmate, characterized by a background of frustration and failure may through correspondence and cell-study courses, acquire a

degree of confidence in his personal adequacy, a needed self-confidence which can come only from experience with success of a kind that secures the approval of others.

In the last analysis any system of education must aim for the long period when the inmate is released from institutional care. If our prison educational program could be increasingly regarded as a normal educational function, it is believed that the transfer of institutional education to application in every-day life would be carried out to a greater degree than at present.

Correspondence and cell-study education is important. It should not supplant class-room learning and trades training; the three must be integrated into a unified program. Certain types of education cannot be carried on successfully in the cell. On the other hand, certain types of education cannot be done successfully except as home study, cell work and through individual initiative. Only the successful coordination of education carried on within the class-room, in the shop and in the cell will make for the greatest efficiency and genuine rehabilitation, build new appreciations, widen horizons and train vocational capabilities—doing away with the ever-present, empty, drifting, feeling of incarcerated men.

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CHAPTER XV

INSTITUTIONAL MAINTENANCE WORK AND INDUSTRIES AS EDUCATIONAL AGENCIES

by

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John Dewey the great philosopher said, "We learn by doing." It does not necessarily follow however, that by "doing" we learn anything of social or economic value. Prison inmates required to mop the same floor day after day or to sit in idleness listening to the obscene boastings of their companions or watching the imponderable doings of a cockroach are no doubt learning, but the outcomes of that learning are of doubtful value either to themselves or to society. There is a multiplicity of necessary tasks which must be performed by the inmates of any penal or correctional institution. These tasks whether they be in connection with routine maintenance activities or with the manufacturing industries are usually determined on a purely utilitarian basis. It will, therefore, be impossible even under the most careful organization to turn all of these activities to specific educational ends. An effort should be made, nevertheless, to organize as much of the prison work program as possible in such a way as to develop its educational possibilities to the fullest extent practicable. The purpose of this chapter is to attempt to show how the institutional work program can be made to return as large an educational dividend as possible.

Basic Requirements

In order for the inmates to develop useful skills, and to acquire related information and attitudes in performing these necessary tasks, there are a number of fundamental requirements which must be met if the learning outcomes are to be constructive in nature.

* Acknowledgement is made for excellent suggestions and assistance by Hon. James V. Bennett, Director, United States Bureau of Prisons, Department of Justice, Washington, D.C., and Hon. William J. Ellis, Commissioner, State Department of Institutions and Agencies of New Jersey, Trenton, N. J.

First, there must be as extensive an opportunity to do planned and purposeful work as possible. This presupposes a sincere effort to eliminate idleness and make-believe work activities.

Second, the work performed must have a purpose which has significance for the doer. Unless the work to which a man is assigned has a practical value for which the worker can have a certain degree of respect, the educational results therefrom will probably be negligible.

Third, the work in question must have a close similarity to work done outside of institutions and must be of a type for which there are employment possibilities in free society.

Fourth, the organization of the activities engaged in must have conscious instructional objectives as well as production objectives. For example, in a shop where there is a variety of specialized jobs and specialized machines the maximum production will probably be obtained if each worker is required to specialize upon some very narrow task, but the instructional objectives will not be achieved unless the learner is shifted from task to task in order to broaden the base of his knowledge. Then, when his knowledge and skill have reached a certain general level, he should be allowed to specialize to a higher degree in one or more limited phases of the process.

Fifth, the work must be done under skilled guidance. It is naive to assume that a man can learn plumbing from an employee who is not a plumber. He may not learn the trade even then, unless the employee in charge has some knowledge and capacity in the techniques of teaching. This is often the weakest point in a program of vocational training which is conceived as only incident to the production process.

In addition to the specialized teachers, there must also be an educational officer in charge of the whole training program who has a thorough knowledge of the techniques of vocational training involved in the preparation of trade analyses, instruction sheets, organization of subject matter, the development of related information courses, and other forms of organization work.

Sixth, there must be an opportunity for the worker to learn the related subject matter connected with the performance side of the activity. For example, an electrician's helper might develop a high degree of manual skill in such operations as wire splicing, installation of conduits, testing circuits, and so forth, but unless there is some provision made for giving him instruction in the theory of electricity he cannot hope to become a skilled craftsman.

Seventh, there must be a desire on the part of the worker to improve his knowledge and skill in the work performed. Therefore, an effort should be made, in assigning a man to work from which he is expected to obtain an educational result, to take into consideration his interests as well as his capacities. In passing however, it should not be overlooked that interests can often be developed by the right kind of instruction. But on the other hand spurious interests should be guarded against: a man's interests in learning to become a waiter are sometimes more closely connected with his desire to obtain a better grade of food than with his vocational ambitions.

Opportunities for Education in the Routine Work Program

Opportunities for instruction in the maintenance and industrial activities of a correctional institution often seem manifold to the educator making a casual inspection of the work program. On the other hand the experienced and conservative prison administrator who knows the shortcomings of his inmates, the inadequacies of his staff and the abnormal nature of many prison work activities is all too often unable or unwilling to see the few opportunities for training that do exist. In truth, however, there are probably fewer opportunities for training than the professional educator supposes and more than the prison administrator appreciates.

As a matter of principle every opportunity for vocational training in the maintenance and industrial activities of an institution should be given its maximum use.

Analysing the Work Program for Educational Ends

The first step in converting these activities to vocational training ends in a given institution should be to make a systematic survey of job training opportunities. Such a survey may be initiated by merely making a list of all the major activities of the work program in which skilled work is performed. This list would include such phases of work as the kitchen, the officers' mess, the hospital, the bakery, the laundry, the farm, the carpenter shop, the electrical shop, the paint shop, the plumbing shop, the power house, the sheet metal shop, the machine shop, the green house, the tailor shop, the clerical offices, the band, the furniture shop, the textile mill, the shoe shop and so on through all maintenance and industrial units of the institution. The extent of the items in the list will perforce depend upon the size and nature of the institution.

Following the preparation of this general list each shop or activity should be considered individually. It will be found in most instances that each activity can be divided into a number of separate trade categories. For example, the work in connection with the paint shop might conceivably include maintenance painting of buildings, furniture finishing, automobile finishing and sign painting. A thorough knowledge of any one of these divisions of the painter's trade should give a man a wage earning asset. If each other major division of the work program is broken down into its trade divisions in a similar manner a long list of trades or vocations will thus be developed.

From the educational standpoint the next logical step is to make a complete trade analysis of each occupation or trade represented. To do so at this point would however, be a great waste of time and energy since many of the trades so listed will probably not be typical of the trade as it exists outside the institution. And others, while fairly typical of the conditions existing in the trade may present very limited employment opportunities. For example, to give training in the trades involved in a prison textile mill in the State of North Dakota would have little vocational value because North Dakota is not a state in which employment in textile mills is likely to be obtainable. Or training in a broom shop is probably rather futile anywhere because this industry as it exists today is highly mechanized and oversupplied with experienced workers. Or again, to consider that waiting on the table in a typical prison mess hall may be considered vocational training as a waiter is ridiculous because the conditions of this work, are so different from those existing in the typical hotel or restaurant that such experience would probably be a handicap rather than an asset from the vocational standpoint owing to the formation of poor work habits.

Another type of negative factor appears in training for Civil Service appointments, accounting and similar work because a prison record will usually greatly reduce the probability of obtaining employment where these skills can be used.

Certain other trade activities may have to be eliminated for training purposes because modern equipment, machines and tools and the opportunities for their use within the institution are too meager to have commercial significance. For example, a machine shop equipped with a few hand tools, an antiquated lathe and a drill press presents little or no facility for training in the numerous divisions of the machinist's trade.

Other skilled activities which would normally present good possibilities for vocational training may have to be eliminated because of special conditions incident to the safe operation of the institution. Under certain conditions a modern power plant might have to be eliminated from the list of training opportunities because of the danger that unskilled or possibly unscrupulous workers might damage the equipment and machinery either from ignorance or through malicious intent. An institution depending upon its power plant for heat, light, power and water supply cannot afford to take chances in this way.

Trade Analyses Essential

When the list of trades and activities has finally been reduced to include only those in which the possibilities for training are real, feasible, safe, and typical the next step is to make a complete trade analysis of each vocation. Such an analysis, simply stated, consists of an inventory of the operations, typical jobs and related information which constitute the vocation. The second step in the analysis is to arrange the operations, typical jobs and related information into instructional order. That is, these fundamental units of the vocation should be listed in groups, each group successively representing higher levels of learning difficulty. The techniques of analyses as a basis for curriculum construction should be well understood by any well trained vocational education expert, and are thoroughly discussed and described in the standard literature of this field. There are numerous trade analyses in published form which may be obtained for the asking. These analyses will in nearly all cases require some revision to fit the particular conditions of a given institution. However, they will be found of inestimable value both for the purposes of revision and as a guide for making new analyses. Even though a published analysis may be available in such an occupation as house wiring it is desirable to have the instructor in charge of the activity make an analysis of his own using the published work as a basis. The reason for this is that no person with a knowledge of a vocation will do a good job of instruction until he has analyzed and organized his knowledge for himself.

Selection of Activities for Analysis

In developing these trade analyses of maintenance and industrial activities the logical procedure is to select for first attention those activities which offer opportunities for training the largest number

of inmates. It is also wise to begin with activities in which the chances of success seem best. Over a period of time however, mimeographed copies of the analyses of each trade activity in which training is contemplated should be completed. Progress records should be developed from the analyses and kept in each shop, to serve as a check list on which a record can be made as the learner reaches a satisfactory level of knowledge or skill in each unit of the vocation.

Establishing Quotas of Trainees

After the completion of the analysis of each vocation the officer in charge of the vocational education in consultation with the shop foreman involved and the head of the institution should determine for administrative purposes exactly what number of vocational trainees it is feasible and practical to assign to each activity at a given time. For example, while there might be room for fifteen hand compositors in the print shop it is necessary to keep in mind that the print shop must, in order to justify its existence turn out a certain amount of printed matter each week. Therefore, since a certain number of skilled printers will be found in the prison population they should logically be assigned to this work both because of their value to the institution and because "keeping a man's hand in" at a trade which he has already learned has as important a vocational training value in a penal institution as training in new skills. Therefore, it may well be decided that the print shop would accept, let us say, five apprentices or vocational trainees in the composing room at one time. Similarly the tailor shop might accept ten, the laundry washroom six, the dry cleaning department two, the X-Ray clinic one, the bakery nine, the officers' mess two waiters and one cook, the dairy barn five, the shoe repair shop two and so on through the entire list. It should be understood that this allotment of training assignments must be purely arbitrary and based upon the most practical considerations.

The Question of Who Shall Be Eligible for Training

The quota of vocational trainees or apprentices established for all the maintenance and industrial activities combined will depend not only upon factors previously discussed but also upon the number of inmates suitable for the training available. Some men are too old for vocational training. Some are mentally deficient.

Some have physical disabilities. Others already have a thorough knowledge of an occupation. A few are totally devoid of interest in learning. Some have sentences too short for the purpose. A few others have strong interests which are of such a highly specialized nature that there are no training opportunities for them within the institution. It is consequently desirable to survey an institution's population to determine what proportion of the inmates can be considered as the reservoir from which vocational trainees may be selected. Such a survey conducted in a certain federal penitentiary with which the writer is familiar revealed that only about twelve to fifteen per cent of the inmates satisfied all of the requirements for selection as vocational trainees on a skilled level. This percentage will vary from institution to institution and therefore should not be accepted as an arbitrary figure. In reformatories and other institutions for young first offenders this proportion may very well be increased several fold. On the other hand, in an institution for short term misdemeanants in which most of the inmates are serving terms of less than a year, and who are on the average in middle life or past, the proportion of the population which would be suitable for vocational training would be limited. The vocational training problem may then become largely one of guidance and cooperation with the parole authorities. This problem is outside the limits of this chapter.

Selection of Trainees

The selection and assignment of vocational trainees should be in the hands of the classification board. The officer in charge of vocational training, as an active member of this board, should interview each newly admitted inmate with a view to obtaining his occupational history and some impression of his vocational interests. At the time of the interview he should have before him the results of a standard intelligence test and as much of the inmate's case history as the other professional departments connected with the classification work have been able to accumulate.

Following this interview the vocational education officer should determine what other tests of vocational interests or capacities are indicated. Some institutions follow the practice of giving to all newly admitted inmates indiscriminately a complete battery of standard tests. This is a useless waste of time, energy and money. For example, suppose that a forty year old man with a poor knowl-

edge of English, a history of unskilled work, a mental age of nine years and eight months has been interviewed. There is certainly no indication for following the interview with a test of clerical aptitude, or one of vocational interests in the learned professions. In other words, each man should be given only those tests which might possibly reveal some special vocational ability or disability which is not already apparent.

Following the interview, and such supplementary testing as seems useful, the vocational officer should prepare a brief summary of the case to be included in the general case history to be presented before the classification board and to become a part of the permanent case history of the inmate. At the conclusion of the vocational officer's report a brief statement should be made of the ideal disposition of the case from the standpoint of vocational adjustment. The fact that this ideal may not be attainable due to practical limitations of the institution's facilities, or to prohibitory costs, or to local administrative policies should not be taken into consideration in describing the ideal disposition of the case. Following the ideal statement should be a practical recommendation which, though in many instances may not be ideal, will nevertheless be as near the ideal as possible and at the same time be feasible and practicable.

This specific recommendation of the vocational officer should not be regarded as final in any sense, but should be given consideration at a meeting of the classification board in connection with all of the other information concerning the individual. It may be that there will be other considerations, such as medical treatment or disciplinary restrictions, which will make it impossible in the judgment of the board to carry out any part of the recommendation. However, even though the vocational officer may be aware of these facts in advance this should not deter him from making his recommendations on the basis of a need for vocational training.

Factors Determining Final Selection

In the final selection of individual inmates for vocational training by the classification board, or in the absence of the classification board, the assignment officer, the following factors should be taken into consideration.

Prognosis for Successful Rehabilitation

This should be based upon the combined opinion of the members of the classification board. Like all opinions it is subject to a high

degree of error. But nevertheless the best judgment possible should be made because the purpose of vocational training of prisoners is fundamentally to assist them to make a satisfactory social and economic adjustment after release from the institution. There can be little point in giving vocational training to an individual who in all probability will not make legitimate use of the skills and knowledge acquired. For example, to offer a vocational course in acetylene welding to a man who has a long background of burglaries and who seems to have ingrained anti-social attitudes might have exactly the opposite effect from the one desired.

The Inmate's Ability to Profit by the Training

The most common error made in selecting courses of vocational training either in prison or in free society is to overlook or misjudge the inmate capacities of the student. It is useless to give musical training to a person who is tone-deaf; to give training in auto mechanics to one whose manipulative ability is far below average, or training in watch repair to one whose eyesight is extremely poor. Another common error in this connection is to assume that skilled trades such as carpentry, electrical work, tool making, stationary engineering, plumbing and so forth can be mastered by feeble-minded or border line intellects. The probability of success in a skilled craft is very low for any person whose general intelligence is much below average. A high degree of mechanical ability is however, sometimes found in a person whose general intelligence is comparatively low. Such individuals may be successful as bricklayers or lathers but not as electricians, steam fitters, or carpenters. Even then their success will be limited to manipulative work under the direction of a master craftsman capable of doing the planning, computing, and lay out work.

The Needs of the Institution

While the training and readjustment of inmates is conceived to be one of the major functions of the correctional institution the necessity for maintaining an efficient, economical, and safe organization must always be a major consideration in making any decision regarding the disposition of individual inmates. We have previously stated that it is often undesirable to assign inmate workers to certain special types of work in a correctional institution. This applies to certain phases of the medical work, confidential records, and often

to the power plant. Specifically, suppose an inmate is under consideration for whom training in nursing is indicated on a basis of interests and abilities. Experience has shown that it is unwise from a standpoint of institutional policy to allow inmates to administer medications or to be in any way responsible for the health of other individual inmates. For this reason training inmates in the field of nursing will usually not be advisable or at least it is controversial.

Another instance in which the needs of the institution may abrogate the possibilities for specific training for an individual inmate is that which occurs when an inmate has a particular skill which is required in the operation of the institution but which involves no important training for him. For example, suppose that an inmate with a high school education and fairly good character should wish to receive instruction as an x-ray technician, and while there are no contraindications in his case history or in the facilities of the institution for such an assignment, the institution might have a very great need for his services as a clerk in some such place as the storehouse. Since the institution must operate efficiently if any of its activities are to be of value, it is highly probable that such an individual would of necessity be assigned to the routine clerical job in the storehouse. In such cases however, provided the inmate has a sufficiently long sentence, some hope should be held out for his eventual assignment as a vocational trainee.

The Facilities for Training Within the Institution

To say that a man cannot be assigned for training in vocations which are not represented in the institution is elementary. Neither can he be assigned for training in activities in which there are no vacancies for additional trainees. It is also futile to assign an inmate for vocational training in any activity unless there is someone in charge who is capable of giving guidance and instruction. A carpenter shop, under the sole direction of a guard who is himself not a carpenter, is not a suitable activity for vocational training.

Techniques and Devices of Instruction

The mere fact that a certain number of inmates are selected and assigned to vocational activities such as the bake shop, the print shop, etc., as vocational trainees will not result in any worthwhile vocational training unless there is an organized effort to give these men a well rounded course of instruction. Mere exposure to a

vocational environment is no guarantee that the student will acquire the skills and information necessary for mastery of the occupation. This is probably the greatest difficulty which the vocational education director will have to overcome. The shop foreman in charge of the maintenance or industrial activity is usually more interested in production than he is in instruction. The efficiency of his shop will be rated by his superiors chiefly on a basis of the work turned out rather than on the basis of the instruction given vocational learners. It will therefore be necessary for the head of the institution to make it clear to these employees that they have a responsibility for instruction and that a certain amount of the credit will accrue to them for the efficiency of this phase of the work.

It must of necessity be the responsibility of the director of vocational education to organize and systematize the work of the vocational trainees. As previously stated the starting point is a complete trade analysis. He will then arrange with the foreman in charge to route each vocational trainee through certain vocational experiences. This will be done by dividing the activities of the vocation into blocks which would require the average trainee about one month to master. As each trainee completes a block of instruction he should be given a test by the foreman in charge in the presence of the vocational director or one of his assistants. If there are any deficiencies found the trainee will be required to do remedial work in these activities until he is prepared to progress to the next block of instruction.

Since the foreman in charge is concerned chiefly with production operations he will probably have but little time for the individual instruction of trainees. It will therefore be necessary to prepare as many instructional aids in the form of job sheets, operation sheets, and lists of reference reading as possible. Instruction sheets in many trades are available in published form or, where such sheets are not available, they should be prepared and made available to the trainees in mimeographed form.

Teaching the Related Subjects

In the typical school situation the related subject matter in the fields of science, mathematics, and special trade knowledge are the easiest phases of an occupation to teach because the techniques involved conform closely to traditional school room practice. In

the maintenance or industrial shop however, where the trainee's situation is more closely analogous to that of an apprentice than to that of a student, he will find it easier to learn the manipulative aspects of the occupation than the theoretical ones. A special effort, therefore, must be made on the part of the vocational director to see that the trainees have an opportunity to acquire the related subject matter. If there is a reasonable number of learners in each activity, this related material may often be given effectively in evening school classes using experienced inmates as teachers if necessary. Or, if the work of the shop is not too active the trainees may be removed from the shop two or three half days per week for this type of instruction. In either case, however, since the trainees will be at all different stages of advancement, the instruction must be individualized as opposed to the traditional class room group teaching.

In activities where there are only one or two trainees at a time it will usually be found impractical to hold class room sessions for instruction in related subject matter. In these cases the best substitute will be to assign collateral study in texts and reference books and require written or oral reports as a check-up.

Relationships Between Occupations and Academic Subjects

In most occupations there is a close relationship between their related information and certain academic subjects. For example, such a relationship exists between dry cleaning and chemistry, or between tool making, mathematics and physics. Therefore, there should be an effort made to encourage vocational trainees to take specialized courses in the academic school which have special significance in their respective trades. These subjects themselves can be further vitalized by drawing practical illustrations from the student's sphere of vocational interest.

Teaching Staff—The Director

In each educational organization the fundamental key to the situation is the teacher. Accordingly the mere presence of qualified learners and the availability of vocational experiences in a correctional institution will not result in any great degree of vocational instruction without an adequate and qualified teaching staff. The person in charge of the vocational training program in connection with the industries and maintenance activities may be the educa-

tional director of the institution or he may be a subordinate of the educational director specially responsible for vocational training. He should be a graduate of an approved course in educational administration and a specialist in vocational education. In order to be considered a specialist in vocational education he should have had experience as an instructor in a good vocational school and in order to be qualified for such an assignment he must have had a journeyman's knowledge of some vocation himself. In addition to this education and experience he must be possessed of a personality and character which will enable him to acquire and hold the respect both of inmates and other employees of an institution.

Most efforts to convert the maintenance and industrial activities of correctional institutions to educational ends have resulted in meaningless gestures, chiefly because the program either did not have the support of the head of the institution or it was directed by a person not qualified for the work. Men who meet the qualifications outlined in the previous paragraph are in great demand in the public school systems and are comparatively rare because thorough knowledge of a trade plus graduation from an approved school of education are not often found in the same individual. Accordingly it is necessary to pay a substantial salary if the type of person referred to is to be obtained as director of vocational education in an institution. The exact salary called for will vary with different sections of the country but anywhere in the United States it is improbable that a thoroughly satisfactory individual can be obtained for less than \$2,500 to \$4,000 per year.

Teaching Staff—The Teachers

The actual instruction on the job must be given by the foreman in charge. These foremen are usually employed on a basis of successful experience as foremen and not on a basis of their experience as teachers. It will therefore be necessary for the vocational director to provide these men with a certain minimum amount of teacher training. He will meet with no success, however, unless he works through the foreman's immediate superior who is usually the superintendent of industries or, in the maintenance shops, the chief engineer. These two officers should be advised by the head of the institution that their cooperation is desired. Then when the vocational director wishes certain procedures inaugurated in the various

shops and departments he should discuss them first with the head of the department who in turn will pass the information or order down to the foreman in charge of the specific activity in question. It is understood of course, that minor routine matters can be handled directly by the vocational director and the foreman himself. It is accordingly highly important that a good rapport should be developed between the vocational director and each shop foreman.

Occasional conferences should be held for all of the foremen under the chairmanship of the vocational director. These conferences should be called on the direct order of the head of the institution in order to give them the dignity and importance which they deserve. They might well be conducted on a basis of the technique employed for foremen training conferences established by the Federal Board of Vocational Education.

In the present stage of development in the penal and correctional institutions of the United States, the great weakness in carrying out the type of program discussed in this chapter, or indeed any type of constructive program, is the inadequacy of the personnel. Any effort to develop the facilities of a given institution for educational purposes must begin with the selection and training of a qualified staff. Furthermore, unless the staff is selected and retained on a merit basis, even the best of effort toward developing an integrated educational policy in a correctional institution will be sporadic and futile.

Ultimate Goal

The ultimate purpose of the program of a correctional institution is the final readjustment of the released prisoner to free society. The goal of vocational training in prison is a job outside of prison. Hence, no program of vocational education can be considered complete without a placement division. Every institution should, therefore, have at least one trained person whose duty and responsibility it is to find free employment for as large a percentage of deserving men as conditions will permit. This may be done directly or in cooperation with the paroling agency.

In order to avoid the possibility of misinterpretation it seems desirable to emphasize the fact that the foregoing discussion is strictly limited to general consideration surrounding the use of maintenance and industrial activities as educational agencies. It

is assumed that the more formal and theoretical aspects of both vocational and general education are discussed in detail elsewhere in this handbook.

In conclusion it seems pertinent to point out that the modern concept of the purpose of correctional institutions places the educational outcome as a major consideration. Therefore, the entire work program, recreation, discipline, wages for productive work, practice in good habits of health and diet and the inculcation of habits of industry all have fundamental educational objectives.

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CHAPTER XVI

INSTRUCTIONAL MATERIALS AND OTHER AIDS

by

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An adequate discussion of instructional materials must embrace considerations of method. Of themselves, materials of instruction are lifeless and static: they become dynamic and useful only when utilized in that complex process which we recognize as good teaching. Stewart and Getman, in their volume titled, "Teaching Agricultural Vocations," maintain that, "Content and method are inseparably connected. The more the distinction between content and method is emphasized, the greater is the tendency to digress from the vital problem of the vocation."¹ Hence, while the bulk of this chapter will be devoted to types of modern instructional materials suitable for institutional use, some consideration of how these function in classroom and shop must of necessity be included.

It is neither necessary nor wise to approach the problem of inmate instruction as if it were an educational conundrum. MacCormick in his excellent work, "The Education of Adult Prisoners," states:

"We shall go farther and accomplish more if we think of our potential students in prison not primarily as a group of men and women to be 'saved,' but as under-educated adults. In setting up our program we should not say, 'Here are a thousand criminals. What education will be good for them?' but rather, 'Here are a thousand under-educated and vocationally unskilled adults. What are their needs and desires in the field of education?'"²

And again, from the same author:

"We need to stress the normality rather than the abnormality of our prisoner-students, to apply standard educational practice to the problem rather than to try to develop a special educational technique designed for the criminal."²

The experience of prison educators everywhere confirms this view. Those who are laboring in the field should concern themselves not

¹Stewart, R. M. and Getman, A. K., *Teaching Agricultural Vocations*, John Wiley and Sons, 1930.

²MacCormick, Austin H., *The Education of Adult Prisoners*, The National Society of Penal Information, New York City.

so much with the creation of a completely novel curriculum and methodology but rather with the discovery of the best available practices and their adaptation to the prison scene.

The foregoing is especially applicable to a consideration of instructional materials suitable for the education of prisoners. Educational tools are either good or poor according as they do or do not meet acceptable standards, irrespective of whether or not they are to be used in an institutional situation. The most justifiable and damaging charge that may be brought against the typical institutional education program of today is not that it has failed to evolve a formula for the curing of delinquency, but that it proceeds largely at a pace out of step with modern educational practice. It is true that there is a dearth of educational materials suitable for adults but that hiatus has not been filled appreciably by workers in the field of institutional education. The director of a program of training for prisoners, looking about for teaching materials which he might employ in setting up his program, will find little help from fellow-workers in the field. It is with a view of assisting those who might be so situated that this chapter is written.

Materials of Vocational Education—Industrial

The most important material aid which a vocational instructor has at his disposal is the individual instruction sheet. This is, precisely speaking, one unit of a body of organized teaching material prepared for the pupil to use under such conditions as will insure the greatest amount of self-directed individual instruction. Its purpose is two-fold: it fosters student-activity and enables the teacher to provide for individual differences. In an institutional program, especially, where students represent varied intelligence, age, education and period of confinement, the instruction sheet is an indispensable tool.

The first instruction sheet probably evolved from the conventional industrial job sheet, which, designed in the drafting room, consisted of an appropriate working drawing along with minute instructions for the completion of a given job. This was the mechanic's set of directions, the guide from which he worked. With the emergence of the vocational training movement, mechanics drawn into the field of teaching brought with them this scheme of instruction. Correspondence schools soon recognized the prac-

tical value of this tool and adopted it for their use. Today, the individual instruction sheet is almost synonymous with vocational education.

The modern instruction sheet differs considerably from the factory job-sheet. The latter were designed for skilled mechanics: men who had mastered the fundamental hand skills and processes; men who knew the properties of the materials with which they worked and who had acquired a knowledge of the theory and science necessary for the completion of a job. The student or apprentice is unskilled. He must be taught the hand skills and must learn the materials and theory of his trade. For him the instruction sheet must embody the principles of learning.

It is possible, of course, to carry out a trade training program without the use of instruction sheets. However, few worthwhile trade-texts for adults are available and the varying degrees of intelligence and education of inmates require that teaching materials be at once elementary and comprehensive. Even when such texts may be acquired, the personality and past experience of the individual instructor are factors of considerable significance not readily transferable to another's text. In writing instruction sheets the teacher not only familiarizes himself thoroughly with the content of his course but puts the stamp of his own personality into his instruction.

It may be well at this stage to observe that the instruction sheet is not the whole of trade-teaching. It is merely a handy device which, when properly used, helps to solve many of the problems of adult training where individual instruction is required. Selvidge in his book, "How to Teach a Trade" warns that: "Many students are unable to understand written instructions."³ Always the use of such sheets must be supplemented with verbal explanations, manipulative demonstrations and visual aids.

Three types of instruction sheets should be found in any well-planned course of study. These are: the fundamental process sheet, the related information sheet and the job sheet.

The fundamental process sheet, sometimes called an operation sheet, is designed to acquaint the student with the fundamental manipulative skills. It should describe in detail the hand skills involved in the use of each tool; it should illustrate lay-out pro-

³Selvidge, R. W., *How to Teach a Trade*, Manual Arts Press, Peoria, Illinois, 1923.

cedure and the logical steps incident to the completion of the given project. Primarily it is a direction sheet planned solely to elucidate the *how* of doing the job.

The related information unit should embrace the subjects of materials, tools, machines, theories and science of the trade. In institutions especially, owing to customary limited physical facilities, much attention might well be devoted to trade theories and sciences, which underlie modern practices in the production field. The rapidly changing economy and industrial scene of modern civilization can offer no challenge to vocational training in specific trades, provided such training embraces a thorough grounding in the essentials of technology underlying the manipulative skills and processes. Notwithstanding eminent critics to the contrary, the proposition is here advanced that specific trade training is amply justified, provided it includes such fundamental knowledge as is transferable to the shifting conditions of modern industry. As an example of what is meant by basic trade education and its broad adaptability, we need only quote a few sentences from "Occupations," a periodical devoted to vocational guidance:

- (1) "The Diesel field is no more unique nor specialized than many other fields for which specialized training is not offered.
- (2) A gasoline—or steam mechanic can quickly adapt himself to Diesel work.
- (3) In the manufacture of Diesel engines the operations are not different from those in other heavy manufacturing and require drill-press hands, lathe operators, boring-mill operators, and blacksmiths."⁴

Furthermore, in a monograph on Air Conditioning published by the University of the State of New York, George E. Hutcherson, Chief of the Guidance Bureau, states:

"Manufacturers of air conditioning equipment employ engineers, draftsmen, electricians, sheet metal workers, plumbers, pattern makers, tool makers and machinists."⁵

It would, therefore, appear that as new industrial occupations emerge, skills and knowledge attained by mechanics in related fields are readily transferable, provided their training has been such as to include broad principles of basic science. Related trade information is therefore, an indispensable branch of vocational

⁴Marshall, T. O., Jr., *Gyp Training Schools*, Occupations magazine, Dec. 1924, National Occupation Conference, p. 198.

⁵Hutcherson, Geo. E., *Occupational Information, Monograph No. 4*, The University of the State of New York.

training and as the operation sheet functions in the teaching of skills, so the information sheet assists the instructor in organizing and presenting a body of essential related trade theory.

Through the medium of the job sheet the student learns to bring together into the solving of a problem the manipulative skills and theories previously acquired through the fundamental process and related information sheets. It is through the medium of this tool of teaching that the instructor develops in his learners the ability to read a working drawing and to interpret specifications.

The vocational instructor will find it advantageous and the institutional instructor, faced with the requirement of conducting his course on an individual student basis, will find it necessary to compile his course of study around the types of instructional units previously described. At Wallkill Prison this type of organization of content has been functioning successfully for the past five years. A committee composed of members of the teaching staff developed an outline which is standard for this institution. It is the outgrowth of experience in adapting modern educational procedures to prison routine and it would seem to answer the demand of vocational teachers, supervisors and institutional educators for a guide in course-construction. A copy of this outline follows:

Wallkill Prison

Industrial Apprentice Training

Outline of a Course of Study in

Prepared by Instructor

Table of Contents

- I. General aims and specific objectives
- II. Shop layout, equipment and tools
- III. Shop program
- IV. Correlation of shop training and production
- V. Schedule of general related instruction and correlation with trade training
- VI. Organization and methods of instruction
- VII. Analysis, outline and instruction sheets
- VIII. Recording and evaluating student progress
- IX. Bibliography

I.

A. General Aims

Using the following as a guide, describe the general composition of your course of study:

1. Its vocational value (economic and social) to inmates.

2. For what type of inmate is it prepared?
 - a. Educational requirements.
 - b. Attitudes necessary.
 - c. Physical requirements and age limits.
 - d. Previous experience.
3. Does it apply to homogeneous or heterogeneous groups?
4. What social and economic elements apply, (wages, union regulations, opportunities, etc.)
5. Time value in terms of regular apprentice training.

B. Specific Objectives

In short, concise sentences enumerate the specific objectives of your program. The following will help:

1. Machine and hand skills (Manipulation)
2. Sciences (The why).
3. Developing analytical thinking—How?
4. Foresight and judgment—In what way?
5. Care and respect for tools and equipment.
6. Acquaintance with materials, their costs, characteristics, etc.
7. Developing initiative and creative thinking—How?
8. Socializing, (Developing responsibility and self-respect)

II.

A. Shop Layout

Either through a graphic or written description supply the following physical data:

1. Length, width and height of shop.
2. Student capacity.

B. Equipment

Itemize the following:

1. Machines and accessories.
2. Benches, vises, etc.
3. Classroom equipment and supplies.
4. Library.
5. Tool crib or tool boards—describe.
6. Stock—inventories.
7. Supply storage, if any.

C. Tools

Make an itemized list of the tools in your shop and the number of each, e.g., 2 hack saws, 9-1 lb. claw hammers, etc.

III.

A. Shop Program

Write briefly a description of the way your program operates, having in mind the following points:

1. Weekly time allotted to related shop theory.
2. Weekly time devoted to trade practice.

3. Outline of day's schedule, thus:
 - a. Hours during which shop is open A. M. and P. M. and number of days each week.
 - b. The related theory hour.
 - c. Shop practice and production work, if any. (Time given each)
 - d. Cooperative plan, if one is used.
 - e. On what hours and what days the general related instruction is taken.
 - f. Time devoted to shop clean-up.

IV.

A. Correlation of Shop Training and Production

Describe in some detail how production (or maintenance work) affects your teaching program. If utilized for instructional purposes, how is such work incorporated? How can the training program be safe-guarded against the pressure of production? What are the advantages and disadvantages of production work? Is such work desirable in a training program? Why?

V.

A. General Related Instruction

With reference to instruction given to your group outside the shop in general related classes, cover the following topics:

1. What subjects are taken? By whom?
2. How are these related to your trade?
3. Are they important elements of the trade training? Describe how each ties in.
4. What means are utilized for integrating the shop training and related instruction? Conferences, exchange of materials, etc.
5. How many hours are taken up with general related instruction? Average proportionate time?

VI.

A. Organization and Methods of Instruction

From the items listed below which apply to your shop, describe your procedure:

1. Related Shop Instruction:
 - a. How planned to absorb newcomers and to provide for individual differences?
 - b. What is taught as related instruction?
 - c. How is new material presented?
 - (1) Demonstration
 - (2) Lecture
 - (3) Problems and discussion

- d. Laboratory experiments, visual and graphic aids, blackboard, bulletin boards, reference library, student notebook, etc. Describe how employed.
 - e. Assignments—When and what given?
 - f. Checking progress—How is it done?
2. *Shop Practice*
 - a. Presenting new work, instruction sheets, demonstrations, assignments.
 - b. Shop routine regarding tools, clean-up, use of materials, etc.
 - c. Correlation between job sheets and fundamental operation sheets.
 - d. Checking ability, speed, neatness, accuracy, etc.

VII.

A. *Analysis, Outline and Instruction Sheets*

1. Compile a complete analysis of your trade (or subject).
2. Submit a complete outline of your course of study (relating theory and shop practice). This should be divided into sections and units and the name of each given, e.g.,
 - Section 1. Fundamental Operations
 - Unit 1. Structure and defects of wood.
 - Unit 2. Squaring.
 - Unit 3. Measuring.
 - Unit 4. Gauging lines.
3. Submit copies of all instruction sheets.

VIII

A. *Evaluating and Recording Student Progress*

1. Here describe how you may measure student progress (tests, etc.), and how your teaching is evaluated.
2. Under this heading describe how you use progress charts, individual records, etc., and how this information is recorded.

IX.

A. *Bibliography*

List here, giving the number of each, all reference texts, pamphlets, catalogues, journals, bulletins, etc., that constitute your reference library.

Sample Instruction Sheets

It would seem pertinent in a volume which aims to supply prison workers with functioning information concerning prison education that actual copies of instructional materials be included. This, however, cannot be effected within the limitations of this chapter. Upwards of ten thousand such units have been compiled by in-

structors in the Department of Correction and these are on file in the office of the Director of Education. A letter addressed to Dr. Walter M. Wallack, Director of Education, Department of Correction, State Office Building, Albany, N. Y., will bring a ready response to those seeking assistance in setting up in their own institutions the unit type of instruction. However, due to lack of duplicating facilities, few copies of units or courses are available for distribution.

Materials of Vocational Agricultural Training

Despite the tremendous importance of sound agricultural training, and despite the fact that most administrators boast of their institutional farms, little, if any, headway seems to have been made in the development of agricultural programs for prison inmates. As in many other areas having good training possibilities, men are usually "assigned" to the farm, and if not previously farm-reared, are expected to pick up the necessary skills and knowledge through experience. This is a long way from what is today recognized as bona-fide agricultural training. Only when administrators with vision realize the possibility of exploiting this activity for its full value, will farm-reared prisoners enjoy the training privileges usually accorded to their city-bred fellow inmates.

In a few institutions the farm is directed by men skilled in their vocation and trained as well in the profession of teaching. Mr. Clarence A. Spencer, Director of Agriculture at Walkkill Prison, holds a master of science degree from Cornell University and exemplifies this fine combination of agricultural and educational background. The remainder of this section, which describes methods and materials in agricultural education, was written by Mr. Spencer.

For a long time, in agricultural training, we have felt the need for breaking away from the old formal type of class procedure where fixed desks, assignments, lectures, and recitations held full sway, but we have not been sure just what departure to make or how far to go. True, in most class rooms where farmer trainee courses are now being taught, work tables have supplanted the stiff seats, periodicals and bulletins have found a definite place as references, laboratory work has been provided, but, with all this we still find much of formalized procedure as well as antiquated devices and materials of teaching.

The selection of appropriate forms of teaching and of suitable materials for agricultural training is not necessarily a difficult task. We do not need to violate any of the basic principles of good teaching. The experience and information we have gained during the past few years indicate that we must employ the same form of learning and the same devices and materials that the trainee will use after he is actively engaged in farming.

If we examine the activities and means by which the farmer increases his knowledge of his business we can evaluate the procedure and devices necessary and suitable to the teaching of farming. The farmer makes inquiries and hears about the details of his neighbor's business and compares the results with his own. He studies and compares his enterprises with similar ones in the same general locality and his crops, yields, quality of produce, price and other definite and important facts are all analyzed and related to, in the light of and in comparison with, what others are doing. This means of learning can be availed of by use of the devices termed 'the field trip' and 'field studies.' Farmers are also reading more and more widely as literature on and about farming becomes more readily available and more readable.

Above all, the farmer learns by 'doing.' Experience through farm practice is the only means of learning the manipulative skills. The farmer may know about, read about, or observe improved farming methods but he must then do to learn the 'doing.' The 'doing' is the only road to skill and the shortest route to understanding. We can utilize the 'doing' in our farmer trainee classes only if they are carried on in connection with and as an integral part of a well managed model farm. The objectives of this form of teaching are (1) to give definite direction to practices that are difficult to teach under group conditions, (2) to study carefully the operative aspects of a practice in order to set up ideas for acquiring or improving individual practice, (3) to economize the teaching time (learning time of trainee) in certain farm operations.

Teachers of farming too often select for teaching only those farm practices that lend themselves easily and well to class or school situation. Seed testing, running the Babcock test, and doing shop work are being given over-emphasis at the expense of other important but less easily demonstrated operations. For instance, many farming situations involve continued practice with changing elements or factors that cannot readily be carried out by class groups. Feeding farm animals, caring for hotbeds during certain

periods, keeping daily records of animals, labor, and operations are good examples of the latter group. If we hope to get effective individual participation carried out by the trainee there must be some tangible pattern in which to work, growing out of class instruction that will guide practice.

Perhaps the greatest weaknesses in carrying on farm practices in group instruction are: (1) The size of the job is not large enough to make a real work situation for a large group, (2) the equipment is inadequate and inappropriate to employ properly the energies of the entire group, (3) the work is too often poorly planned and directed. Group instruction should be attempted on a farm practice basis only when normal conditions of the job are approximated. One of the most important materials or devices necessary to effective teaching is the 'result or progress chart' which is both a measure of the trainee's progress and a yardstick of the teacher's accomplishment. The instructor may check his work in at least three significant ways: (a) Did the trainees solve the problems set up? (b) Can they utilize the knowledge and skill thus gained in attacking new problems? (c) Does what they gain function in practice?

All the foregoing must be evaluated and organized in the light of a thorough understanding of what the farm trainee needs. This can be answered only after a careful study of the farming practices and conditions of the general locality in which the school is situated. It would be folly for an agricultural training school in the dairy section of New York State to teach the growing of citrus fruits. It would be equally senseless for the same school to give a course in the maintenance and operation of a wheat combine. However, certain needs are applicable to farmers as a general class and generally speaking these needs may be grouped or classed as managerial as contrasted with operative.

There is probably greater need for managerial training than for operative training on the part of most farmers or prospective farmers. It is quite evident that farm reared boys and young men have acquired, through home work, more of the operative aspects of farming than of the managerial aspects. In the second place, managerial jobs, because they are built from actual management units and are composed of the actual deciding, planning, and executing farmers need to do in carrying on their business, tend to develop managerial habits of thinking, feeling, and doing that the operative jobs by themselves cannot hope to foster.

The operative job, considered out of its managerial setting, has little to tie to and introduces the element of 'choppiness' in the course organization, while the managerial job may include several operative units which together with all related technical content would give the teaching greater continuity and indicate to the learner the proper managerial relationships and connections.

The operative aspects of managerial jobs, when used as a form of teaching and carried out under normal conditions of the job, are termed 'farm practices.' The trainee is not simply learning about the operation; he is participating in the operation as a means of learning. When appropriately selected and planned, farm practices provide for great economy in teaching and learning. However, 'farm practices' as forms of teaching must grow out of the needs of the class or individuals for such practices. All operative aspects of farming are not equally valuable for all members of the group nor are they equally valuable as means of teaching.

The use of 'farm practices' as a form of teaching means, of course, that the agricultural training must be carried on in connection with, and as an integral part of the maintenance and operation of a so-called model farm as heretofore stated with respect to the 'doing'. This brings us to a consideration of the materials, equipment, aids, and devices which are necessary to the effective teaching of vocational agriculture. It is important that the teacher be interested in the development of devices, methods, and teaching forms, so that the more appropriate instruments may be available. It may be the field trip, laboratory, lecture, or supervised study; the project, the survey, the practicum, or the shop exercise; but whatever it is, it is not an end in itself, but rather it is a tool or a means to an end.

The management problems of farming will be most efficiently and effectively taught by means of supervised study, lectures, and by participation in the making of decisions. With the wealth of information currently available at nominal cost, as issued by the various federal and state departments, and by the agricultural colleges and experimental stations it is a problem of selection rather than procurement. Soil and climate surveys may be obtained from the Department of Agriculture at Washington, excellent bulletins and pamphlets dealing with every phase of farm management can be secured from the state agricultural college and the information has particular application to state conditions and problems. This is in keeping with the now recognized desirability of teaching localized agriculture. A sensible selection of material, when combined with

participation in the making of daily decisions in connection with the operation of the model farm, should result in satisfactory progress in developing managerial ability.

The operative aspects of the managerial jobs present quite a different and a more complex problem. It has been stated that there are more than two thousand major operations connected with farming. This fact makes it perfectly evident that it would result only in confusion and failure to attempt to train a particular inmate in operations not entirely essential to the type or localized farming in which he is interested and in which he intends to make his livelihood. This situation can be handled by the charting of the various operations and keeping a record of accomplishments for each inmate, scheduling his handling of the operations applicable to his objective so as to avoid unnecessary repetition or loss of time and energy.

Certain of the farm practices, being those dealing with biological, chemical, or physical ideas and principles can be carried out under school or classroom conditions for economy of time. This is the demonstration method and in this connection it is well to remember that the demonstration must culminate in the 'doing' in order to be effective. This necessitates a laboratory and a farm shop, but again it is to be borne in mind that the use of the laboratory and farm shop and the equipment required by each will be determined in large part by the method of teaching employed and the more vocationalized the teaching the less equipment necessary.

In selecting laboratory equipment we should be guided by the needs of the special exercises which will be employed in teaching the farm problems and not by standard lists of scientific equipment. Likewise the farm shop should revolve largely about farm repairs, such as the care and repair of harness, the care and repair of farm machinery, and the care and repair of farm buildings. The farm shop should be simply a place to teach the trainee how to perform efficiently and economically those repair and construction jobs that arise in carrying on the local types of farming. This should not present a problem since most prisons maintain vocational shop courses in masonry, carpentry, electricity, and plumbing and the content of these courses applicable to farming, can easily be made available to the farm group.

The materials and devices for the effective teaching of vocational agriculture are neither complicated nor unusual. Insofar as possible they should be the same tools and equipment as are used by the

more successful farmers in the locality in the operation of their farms. It is the organization and efficient use of those materials and devices that need our attention.

As examples of the desirable organization of teaching material, a unit of study in Dairy Husbandry developed at Wallkill State Prison, and the 'Accomplishment Chart' are given below and complete this section. It is to be noted that the unit of study is set up in management form, an important feature of a well run dairy business, yet covers all the operations necessary to the maintenance of sanitary conditions which is the subject of that study unit. Thus the trainee sees the importance of maintaining sanitary conditions in its relation to the general business of dairying and is also called upon to perform the work and routine daily tasks. How well he does his work, what jobs are particularly applicable to the needs of the individual trainee, and the point of satisfactory completion of the study unit are all accurately recorded by an intelligent use of the 'Accomplishment Chart.'

Wallkill State Prison

Vocational Agricultural Training

Dairy Husbandry

Unit 2—Maintaining Sanitary Conditions—Study Unit

For practical purposes "clean milk" is defined as milk that comes from healthy cows, is of good flavor and free from dirt, and contains only a small number of bacteria, none of which are harmful.

On the farm the milkers and all people who handle milk should realize that they have in their charge a food which is easily contaminated. Even from a purely selfish motive, safeguarding the wholesomeness of the milk supply on the farm protects the health of the farm family, who use a part of the milk, and also protects the calves, which live largely on milk during the early hypersensitive period of their lives.

The consumer will use milk as a food only when he has confidence in its wholesomeness. Another consideration is the loss to the consumer from milk souring or otherwise spoiling before it can be used. The cleaner the milk the longer it can be kept in sweet, wholesome condition.

OBJECTIVE—To maintain a sanitary dairy.

Problems to be Considered

1. Preparation for and maintenance of sanitary conditions in the stable.
2. Care of the herd.
3. Blood and tubercular tests.
4. Care of the cow and calf at freshening.

References

- A. "Dairy Cattle" Yapp and Nevens, pages 272 to 284 inc.
- B. "Dairy Cattle and Milk Production" pages 378 to 391 inc.
- C. "Dairy Enterprises" Field, pages 279 to 303.

PROCEDURE—Solve the following problems according to directions.

Problem 1. Preparation for and maintenance of sanitary conditions in the stable.

Cleanliness in and around the cow barn is a big factor in the production of clean milk. The U. S. Department of Agriculture has published a score card for the sanitary inspection of dairy farms. Some of the more important points are listed below.

- a. Examine dairy barn and the immediate surrounding land and determine if the conditions are favorable with respect to each of the following: Abundance of clean fresh water; stable located on well drained ground; absence of contaminating surroundings; tight sound floor and smooth walls and ceiling; sufficient light; controllable ventilation; provision for controlling temperature; separate rooms for handling milk and washing utensils; manure and bedding disposal; barnyard clean and well drained, and cleanliness of equipment.
- b. List the unsanitary conditions which you have found present in your stable and state the corrective methods you intend to use.
- c. Make a simple drawing of a stable which you consider best suited to the maintenance of sanitary conditions.

2. Care of the herd.

Careful attention to detail at all times is essential to the successful care of the herd. The important problems include order and regularity of feeding and other daily chores, proper milking, cleaning, grooming, dehorning, exercise, control of the lactation period, and special care.

- a. Make a schedule of daily routine which you consider proper in the care of the herd while in the barn.
- b. Explain why the udder and flanks should be clipped.
- c. What are the purposes of grooming a dairy cow?
- d. What has the disposal of manure to do with the subject of cleanliness?

3. Blood and tubercular tests.

Dairy cattle are subject to a number of serious infectious diseases over which the caretaker can have little control except that of prevention. There are many ailments of minor character, however, which every herdsman should learn to treat. He should also learn to recognize the more serious diseases and be able to give first aid treatment to animals suffering from them.

- a. Name six diseases found among dairy cattle.
- b. What is the purpose of the blood test?
- c. How does the temperature at which milk is kept influence the bacteria content? Give the two chief sources of bacteria.
- d. How often should the dairy herd be given the tubercular test, and what sanitary measures should be used in the event of finding a tubercular cow?

4. *Care of the cow and calf at freshening.*

Provided the cow has been properly fed, she should be in such physical condition that most of the troubles attendant on calving will be avoided.

- a. State briefly the reasons which, in your opinion, are the basis for the following rules for the care of a cow at freshening: Provide clean, well bedded stall, keep cow warm, do not milk before she calves, assist cow in calving only if necessary, give cow warm water, provide laxative feed, and make sure that calf nurses.
- b. When should the calf be taken from the cow?
- c. Study the following rules and note the importance of sanitation in the care of the calf.

Calving Time

- Give cow vacation on full feed
- Feed bran and succulence in ration
- Provide large well bedded stall
- Have shady pasture in summer
- Avoid disturbance as time draws near
- Remove foetal membrane from nose
- Stroke calf's throat to clear of mucus
- Rub calf dry if not licked by cow
- Swab navel with iodine tincture
- Give cow warm drink after calving
- Follow with warm bran mash
- Remove afterbirth if not passed
- Assist calf to drink early
- Assist calf to suck first colostrum
- Feed all milk at 95 to 100 degrees F.
- Measure or weigh milk for calf
- USE CLEAN METHODS ALWAYS**

Name Date

Walkill State Prison

Vocational Agricultural Training

Dairy Husbandry

Unit 2—Maintaining Sanitary Conditions—Accomplishment Chart

Knowing the theory, and need for sanitary conditions in the dairy is only half the picture. The practical, efficient, and economical application of the theory is equally important for without the application the theory has little value except as conversation.

Operations

Rate of Accomplishment

1. Groom cows by washing off manure, use curry comb a little but a stiff brush liberally, and then rub skin with a rough, coarse cloth. This should be done once a day and long enough before milking to permit the dust to settle.
2. Remove manure daily
3. Use clean bedding and change daily.
4. Avoid dust of hay before milking.
5. Provide drainage for urine and for washing stable.
6. Provide plenty of fresh air and light.
7. Have clean, abundant water conveniently available.
8. Have milk room separate from stalls.
9. Wash and wipe udders before milking.
10. Wash and wipe dry your hands before each milking.
11. Wear clean clothes while milking or handling milk.
12. Control flies and other insects.

	Rate of Accomplishment					Remarks
	A.	B.	C.	D.	E.	
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11. Wear clean clothes while milking or handling milk.						
12. Control flies and other insects.						

	Rate of Accomplishment					Remarks
	A.	B.	C.	D.	E.	
13. Remove milk to milk room immediately.						
14. Clip hair of udder, flanks, and part of belly.						
15. Use small-top milking pail.						
16. Wash and steam all milking utensils after each use.						
a. Wash in cold water so as not to cook albumin.						
b. Rinse with water comfortable to hands.						
c. Add washing powder and brush vigorously.						
d. Rinse in boiling water.						
e. Remove and drain, never wipe.						
f. Air utensils in sunshine and away from flies.						
g. Sterilize utensils again before using them.						
17. Use clean feed.						
18. Test herd regularly for tuberculosis and blood-tested for abortion.						
19. Follow, at calving time, the directions given in the problem sheet on this unit.						

Materials of Related Trade Instruction

Because of the very definite objectives of preparing men assigned to trade training to become effective helpers, if not fully accredited journeymen, and because of the limited time that students are ordinarily under instruction, the materials of related instruction must be judiciously chosen. Fundamentally, the initial student-motivation is interest in his chosen trade or vocation. Such general related courses of study as contribute to his trade progress should be taught intensively. Some students may have neither the time nor inclination to master more than a minimum content sufficient to serve their needs as prospective mechanics. It is tremendously

important, therefore, that essential standards of achievement in the related fields of training be realistically defined.

This is not to state that social and cultural values should be ignored. The contention is merely that the utilitarian objective should be clearly recognized. As an inevitable result other more intangible values, if no less important, will develop naturally.

The adult prisoner is hypercritical of prescriptions, especially educational prescriptions. The residue of his experiences in youth when he was compelled to complete prescribed courses of study for no other reason than that they were part of the curriculum, explains his distaste for and mistrust of traditional educational formulae. He rightfully rebels against such formalism as would require him, for example, to master the intricacies of mechanical drawing when experience has taught him that what he needs to function effectively as a machinist is merely the ability to interpret a shop drawing. Therefore materials of related instruction must be selected with utmost care.

The primary source for the development of suitable related instructional materials must be the shop instructor's knowledge of the actual practices of his trade. The trade analysis when properly compiled will set forth essential related materials. It must be recognized however, that no instructor of related subjects, be he ever so brilliant, can devise a course of study embracing all standard practices in a number of different trades. This problem is best solved by a continuous checking of content and method between the shop instructor and the instructor of related subjects. In other words, for effective correlation of materials there must be complete co-operation between both instructors.

It is suggested that related instructional content be first set up in tentative form. The shop instructor is presumably an authority on the operations and practical needs of the worker; the teacher of related subjects is usually equipped to outline the bounds of this material. Frequent conferences, with a view to determining the "carry-over" value of the related material in effecting the learning process and the vocational enrichment of the men under instruction should be a regular supervisory routine. Of course, this funding of personal information and experience, however valuable, should be enriched by a comprehensive survey of the literature on the subject, such as trade journals, tests, courses of study from recognized curriculum laboratories, bulletins of private companies and materials from state and federal agencies.

Materials of Academic, General or Social Education

In our present day world the term "academic" has a special ring. The definition given in Webster's dictionary—"theoretical and not expected to give immediate or practical result"—does not adequately describe the activities usually included under this heading today. Especially in a program of penal education, where every moment, activity, and individual act should contribute significantly toward rehabilitation, the term "academic" should be understood merely as a convenient expression to designate those types of education which, while not preparing the student vocationally, do effectively assist in the student's realistic adjustment to life. Social education is a much better term for those activities in which the major aim is the improvement of the social attitudes and behavior of inmates.

Vocational training is considered by some authorities to be the primary object of the educational program. Certainly, for many inmates, mastery of the skills and techniques of "bread-winning," adequately supplemented by related instruction, should be the core of the curriculum. However, even though it is believed by many that there is direct correlation between crime and vocational incompetence, other phases of education are often needed to effect a satisfactory socialization. Cultural, social, aesthetic and moral values should be fostered in order to improve the attitudes and social behavior of the inmate. An approach to this objective may well be made through such activities as English, socio-economics, mathematics, science, and health. The arts and recreational activities also contribute to the development of social competence.

In the case of English, reading as a leisure time activity is of paramount importance. With the increased free time afforded by the present mechanized age, reading should be a major leisure-time activity. The selected curriculum should provide for all levels of reading. The desire to read should be instilled wherever it is quiescent, or, perhaps, lacking. Such conditions are likely to be present among a large part of a prison population. While the material should be of a proper moral tone and social worth, any material that will nurture a live desire for reading should be selected, even if it is not of highly accepted literary value. After experiencing the emotions and intellectual stimuli of such reading the students may be gradually persuaded to read more worthwhile literature. The books in which the teacher should try to stimulate

student interest most likely will be of vast range because of the wide spread in the educational levels, social backgrounds and personal interests. Hence the teacher should be especially well acquainted with the books available in the institution library. From these he may select ones that may be recommended to his pupils. By experience, the teacher can ascertain the kinds of books that different types of individuals prefer, and so use this knowledge for future recommendations.

Potent aids to the teacher in this field are the "Reader's Digest of Books" by H. R. Keller published by MacMillan, "1000 Best Books of Our Time" and "The Best Books of Our Times," by Asa Don Dickinson, the Sunday book sections of "The New York Times," "The Herald-Tribune," and the "Reader's Digest." Abridged versions of good books, such as "Ivanhoe," "Les Misérables," "The Tale of Two Cities," "Silas Marner," are of value because their brevity induces the student who dislikes reading to sip a little, at least, of the fountain of literature, perhaps, creating an avid thirst. Single plays and such volumes of plays as "The Best Plays of 19—" by Burns Mantle are of definite interest to a large group, and introduce a delightful but rarely used form of literature. The interest in the reading of plays may be carried over to theatre attendance upon release.

Again, the student may be interested in poetry by such volumes as "Prose and Poetry (Including a Story of Literature)" edited by H. Ward McGraw, "Just Folks" by Edgar A. Guest, the ballads of Kipling, and the poetry of Carl Sandburg. Copies of such poems as "If" by Kipling and "Trees" by Joyce Kilmer posted on the bulletin board may arouse a latent interest in this form of appreciation.

Aside from literature many students need to improve their written English. Mimeographed lesson sheets are often indispensable because of the lack of the required number of books when classes are large, and also because of the peculiar psychological phenomenon that many students prefer this medium of education to the handling of a book. The mass of pages seems to make learning a ponderous affair, especially for students who are not well advanced in the subject. The teacher's experience as to the peculiar interest and learning traits can be often better incorporated into instruction sheets. However, text books, if carefully selected on a wide range, are necessary. The scope of the subject taught should be carefully surveyed before the purchase of text books, since many are too

technical or of too advanced nature. Questionnaires and tests published in magazines and newspapers often can be an effective stimulus if they are placed upon the bulletin board. Much free or inexpensive materials can be obtained from companies mentioned in the "Vertical File" published by The H. W. Wilson Co., 930 University Avenue, New York City.

Since the materials for the teaching of spoken English are quite well standardized and uniform, little trouble should be experienced in their selection. Valuable aids are "Our Language, Supplement A. English Pronunciation," prepared by James L. Barker, and distributed by the Department of Labor, Washington, D. C., "Persuasive Speaking" by E. L. Beshore published by the Judson Publishing Company, Chicago, Illinois, "Better Speech" by C. H. Woolbert and A. T. Weaver, published by Harcourt; and "Speech Training and Public Speaking for Secondary Schools", by A. M. Drummond, published by Century.

The education of illiterates, a problem becoming yearly less and less significant because of restricted immigration and compulsory-education legislation, also has a dual implication—economic and social. Most of the required sources of suitable instructional material may be obtained from the Adult Education Bureau, New York State Department of Education, Albany, N. Y., and the Office of Education, Department of the Interior, Washington, D. C.

In the present world of social change, social studies or socio-economics is indeed a subject of vital concern to the average man. To the prisoner, it is equally, if not decidedly more important, since his present incarceration may have been due in no small part to the unstable caprices of socio-economic organization, and indeed may influence the pattern of his future life. Unemployment, lack of respect for or ignorance of social controls, and illogical, impulsive reasoning have played their part in catapulting men toward crime. A knowledge of the social and economic picture and a rationalized knowledge of good citizenship may be a powerful means of instilling proper attitudes in the prisoner as a solid bulwark against future transgressions. Modern educational theory prescribes that the procedure be socialized. The instruction should motivate the topic as naturally as possible. After the topic is presented, investigation and research should be pursued. Then directed discussion should be held, followed by the best social generalizations as can be reached under the circumstances. The topics selected in many cases may be developed from a trade interest.

In classes dealing solely with socio-economics more general but still vital questions may be considered. The course of study should be carefully thought out, amply covering the concepts, appreciations and attitudes that form the objectives of the course. The teacher should have well-chosen and abundant reference material. Likewise the student should have at his disposal similar materials suited to his educational level. Probably the best source for the initial effort in curriculum construction, and the acquisition of reference material for both the teacher and the student is: "The Organization and Teaching of Social and Economic Studies in Correctional Institutions" by Glenn M. Kendall, published by Bureau of Publications, Teachers College, Columbia University. Basic, integrated social studies text books should be secured, as well as such booklets dealing with the major problems of our times as "The History of Our Times" by Arthur H. Moehlman and Harrison M. Sayre, published by the American Education Press Inc.; the "Modern Problem Booklets" published by the same company are also useful.

Such typical current events magazines as, "The American Observer," "Scholastic," "Current Events," "Current History," "News Week," "Every Week," and "Our Times" offer a wide field from which to choose well organized references. Since the field is so rich with material offered in various forms, extreme care should be taken to select the proper combination of material needed. Much free material may be obtained from the national and state governmental agencies. Again, business concerns and private foundations afford a wealth of free and inexpensive matter. Clippings from newspapers and magazines, the magazine section of the Sunday edition of the "New York Times" and "The Christian Science Monitor" weekly magazine section may be indexed as to topic, forming in themselves, a valuable source of information. Care must be taken that the material used contains a minimum of propaganda, and that all sides of questions are adequately covered. Springing naturally from questions under consideration, the reading of biography can be encouraged. The works of Emil Ludwig and Marquis James are examples of biographies which excite a keen interest among a fairly large number of inmates.

Mathematics, although primarily a utilitarian subject, provides a wide range for social and recreational development. Instruction and drill in the various fundamentals and processes may well include such topics as budgets, life insurance, thrift, unemploy-

ment insurance, old age pensions and home financing. Today graphs are used widely in newspapers, magazines, advertisements and books. The mathematics course should enable the student to interpret this popular and novel means of thought expression. Socialized arithmetic texts are on the market.

A wealth of free and inexpensive pamphlets can be obtained from banks, insurance companies, finance companies, national and governmental agencies and private foundations. Mathematical puzzles and problems are of wide-spread interest to people of all ages. While a large amount of time necessarily can not be well afforded to this field, nevertheless some effort should be used to foster this interesting hobby. Problems from magazines and newspapers afford material that may be collected and classified for exposition to the class. Typical volumes containing mathematical puzzles are "Mathematical Recreations" by H. Schubert, published by Open Court, and "Speed and Fun with Figures" by T. O. Sloane, J. E. Thompson, and H. C. Licks, published by D. Van Nostrand Company, Inc. In the organization and presentation of mathematics as an academic or cultural subject, instruction sheets as well as books are useful and necessary.

Related science, although aiming primarily to supply the embryo craftsman with scientific information essential to a thorough knowledge of his prospective trade, may, if broadly and solidly taught, provide a vehicle upon which transfer to a new but allied trade may be facilely made. The industrial scene, especially in this age, is decidedly dynamic. A worker, soundly trained in his trade, and equipped with the basic scientific knowledge of his particular field, will be in the vanguard, when new technological opportunities arise. Furthermore, a basic knowledge of related science, should tend to induce the worker to keep abreast of this vocational tool thruout his working years.

A knowledge of related science may arouse a worthwhile hobby interest in a particular phase of science, if not science in general. This newly awakened desire may follow the form of reading text books on science, popular, current, scientific magazines, and quite probably in manual leisure time activity. In the field of science much free, illustrative, informative material can be obtained from commercial concerns. In the various trades worthwhile material is included in standard textbooks.

Health education in a penal institution is a decidedly vital phase of education. Although the prisoner may be indirectly taught

health principles in the regular prison routine by physical and dental examinations, by insistence on such habits as regular hours of retiring, proper ventilation and cleanliness of cells, regular bathing, clean and neat personal appearance, and wholesome regular exercise, direct education through short health courses on personal and community health should be an important part of the educational program. The educational director and the physician can work together effectively in selection of the content and materials of instruction. Tentatively such education might treat of such subjects as venereal disease, the care of the eyes and teeth, proper diet, clothing and exercise habits, personal and community sanitation, and general safety education. Instruction sheets, containing a short, lucid summary of the essential facts, along with a short answer test should be valuable. Abundant printed material on health can be procured from the state and local health authorities, the American Red Cross, Life Extension Institute, The United States Public Health Service, and many insurance companies. Since the question of venereal diseases is such a vital subject today, the pamphlet, "The Venereal Diseases" by Thurman B. Rice, M. D., published for twenty-five cents by the American Medical Association, and "Syphilis, The Next Plague to Go," by Morriss Fishbein, M. D. would be valuable additions to the material for health instruction. The best material on industrial safety and industrial health can be obtained by having a membership in the American Safety Council, 108 East Ohio Street, Chicago, Illinois. Such visual aids as models, exhibits and charts are, indeed, essential to a vitalized program within the class room. This more or less formal instruction in class should not preclude the use of lectures, demonstrations, health films and slides, health exhibits, posters placed throughout the institution, and the use of the institution publication as a means of health education. A recreational and cultural by-product of the health course can be the development of the student's interest in the reading of such books as, "The Fight for Life," "Microbe Hunters," "Men Against Death" by Paul De Kruif; "An American Doctor's Odyssey" by Victor Heiser; "Horse and Buggy Doctor" by Arthur Hertzler, M. D.

Invaluable references for sources of information in all the foregoing fields are "The Education of the Adult Prisoner" by Austin H. MacCormick.

The judicious selection of content and materials of academic education and its outgrowth or ally, cultural education is veritably important. MacCormick states,

"Giving one man reading guidance or an opportunity for education which has no relation to earning power, leads to no better job, produces nothing more tangible than greater interest in life. is likely to increase the chances of reform as surely as giving another man instruction in carpentry or poultry raising."⁶

Visual Aids

With the spread of progressive methods in prison education increasing emphasis will be placed on the use of visual aids. In the teaching of adults, the development of a curriculum is often greatly retarded by the difficulty of presenting fundamental concepts in subject matter through the medium of the printed word. The adult prisoner has often had a wealth of practical experience and knowledge and he can grasp a visualized concept or follow an illustrated operation more easily than the printed instruction sheet, regardless of how accurately and logically worded.

To be of concrete worth, a program of visual aids should be integrated into the entire course of study so as to be a functional part thereof, rather than a mere added stimulus.

It is necessary to think of visual aids as encompassing much more than the usual movie film. The teacher should be alert for objective materials. These include charts, posters, pictures, specimens, models, and samples.

At Wallkill Prison besides the usual shop models and numerous charts and specimen displays obtained from the various industrial companies, a series of poster diagrams was developed to form an integral part of the written instruction units, shop lectures and discussions. Prepared in advance, the large, often colored, posters are introduced at the right time to illustrate a special operation or technique. A series of poster diagrams was also devised illustrating socio-economic materials relating to the various trades taught.

In the development of lesson plans effective use can be made of still pictures. Concise instructions, given with each picture, call attention to the various details illustrated. The most important element in teaching any trade skill is contained in mastering certain elements or motions of each job. Thus it is not the travel element that is difficult to grasp, but the correct ways of grasping, holding, and placing in position that must be learned.

⁶Op. cit. pp. 5, 6.

Arnold W. Reitze reported the results of an unusual research study concerning the relationship between knowledge acquired from certain educational motion picture films and intelligence, grade, age, sex, and type of educational training of the pupils.⁷ In the intelligence group with an I. Q. range from 110 to 90 the film comprehension tests show that the vocational group is surpassed only by the college preparatory high school classes. Further, in the matter of observing details shown in the motion pictures, the vocational classes lead all the other groups.

Although the importance of visual aids in education has long been recognized, most of the stress has been put on its place in the field of general education and comparatively little has been developed of direct value in the teaching of vocational skills. Each prison will have to develop a catalogue of materials to suit its individual needs.

It is best from the very beginning in instituting a visual aids program to entrust its development to the librarian with the active cooperation of an interested committee of instructors. All materials should be catalogued as received and the program developed at least three months in advance. When funds are limited, equipment might at first be confined to the stereopticon and the strip film machines. Since strip film rolls are inexpensive it is advisable to buy and accumulate a library of them. The experience of instructors shows that they are much to be preferred in the teaching of trade techniques.

Since the producers of "free" and rental films number into the hundreds, and since the output of such agencies is constantly subject to change, it appears appropriate to list here some of the better-known sources only:

U. S. Office of Education:

Bibliography No. 32—Good references on motion pictures.

Bibliography No. 33—Good references on lantern slides, film strips, etc.

Bibliography No. 34—Good references on pictures, maps, charts, etc.

(Free: apply to U. S. Commission of Education)
Washington, D. C.

⁷Reitze, Arnold W., *Effectiveness of Educational Motion Pictures*, Industrial Arts and Vocational Education magazine, The Bruce Publishing Company, Milwaukee, Wisconsin, April 1939, p. 152.

Society for Visual Education—327 La Salle Street, Chicago, Illinois.
Excellent for strip films, a pooling society for a number of producers.

Ideal Picture Corporation—26 E. 8th Street, Chicago, Illinois.
They handle non-theatrical materials in both strip films, motion pictures, lantern slides and all other types of visual educational materials.

Y. M. C. A. Motion Picture Bureau—347 Madison Avenue, N. Y.
19 South La Salle Street, Chicago, Illinois.
Registration fee of \$2.00—no additional charge for a great number of “free” films.

Museum of Natural History—Department of Education, New York City.
16 mm. motion picture list—charge of 50c per film.

Directory of U. S. Government Films—Issued by U. S. Film Service, Commercial Building, 14 and G Streets, N. W., Washington, D. C.
Complete list of all motion pictures issued by all governmental divisions and departments.

General Electric Co.—Motion Pictures and Film Slides (free)—Schenectady, N. Y.

University of Kansas—Bulletin of Bureau of Visual Instruction.
N. Y. State Education Department—Lantern slide service.
Handbook 31—(issued annually) free.
Check list of publications—free.
(Order from Visual Instruction Division, Albany)

Information on Motion Pictures

U. S. Office of Education: Circular No. 150
Sources of educational films and equipment (free; apply to U. S. Commissioner of Education, Washington, D. C.)

Educational Film Catalogue—N. Y.—H. W. Wilson Co.
(\$3.00 per year—\$4.00 two year subscription)
Contains a classified list of non-theatrical films; few for trade purposes.

1000 and One:—The Blue Book of non-theatrical films. The Educational Screen, 64 Lake Street, Chicago, Illinois.
(75 cents if purchased alone, 25 cents if purchased with a subscription to Educational Screen)
(Brief data on a very large number of films with list of distributors)

Other Aids

Typical of the mass of instructional materials and other aids which will be found useful for the instructor are the following items listed in one N. Y. State institutional shop:

Operation Sheets	Library
Job Sheets	Wall Progress Chart
Related Information Sheets	Samples of Materials
Test Sheets	Samples of Mechanisms
Assignment Sheets	Cutaway Models
Job Planning Sheets	Small Working Models
Trade Lesson Plans	Modern Tools
Socio-economic Lesson Plans	Bulletin Board
Textbooks	Display Board
Newspaper Clippings	Projection Machine
Trade Magazines	Strip Film
Safety Bulletins, Posters and Pamphlets	Movie Film
Manufacturer's Literature and Catalogs	Microscopic Projector

Summary

Instructional materials and special teaching aids are useful, provided they are timely, important and skillfully selected. For the alert teacher working in the institutional field, they serve to enrich and vitalize his content and presentation. Current institutional training programs lag pathetically behind accepted procedures and practices of modern education. A very effective means of stepping up the tempo can be found in exploring the many courses of live educational materials now available and adapting them to particular institutional needs.

In isolated, but increasingly numerous localities, evidence now points to an awakened interest of penologists and institutional administrators in the subject of education as a promising tool of penal treatment. It is hoped that this chapter will further such interest, and serve to assist in the improvement of existing institutional programs.

CHAPTER XVII

MATERIAL PROVISIONS—HOUSING, EQUIPMENT AND SUPPLIES

by

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Once the correction authorities of a state are convinced of the value of an educational program and are determined to make the school and the means for education an integral and fundamental factor in the rehabilitation programs, make-shift housing arrangements will be condemned and a building program suitable to house the schools will be launched. A building given over wholly to the educational program will be far more valuable than the make-shift housing plan that is used in nearly all of the prisons today. Probably men can learn from a school conducted in the mess-hall, the corridors, or the dark recesses of the cellblock; but the inmate body, the prison administration, and society as a whole will never look upon such facilities as an adequate substitute for an educational building.

Selecting A Site

In planning a new school unit, a first consideration is the selection of a site. A location in the maximum security area should be selected so that the school program is available to all men confined. Such a selection lessens the question of custodial supervision and becomes an important item in combating pernicious criticism advanced against any innovation in the administration of penal affairs looking toward the future safety of society as well as the welfare of the inmates. That part of the maximum security area which offers convenient accessibility to all parts of the institution is highly desirable. Such a location, in proximity to the various activities of the institution, makes for efficiency in the movement of the inmates and demonstrates to the inmate body that the program is planned to become a dominant factor in the prison routine.

Determining the Size of the Building and the Type of Construction

Whatever the size of the building, the type of architecture and construction should be such that the school will possess the dignity in appearance which a school unit deserves. It should be so planned and so constructed that it will stand apart from drab surroundings, radiate hope, stimulate a desire to seize opportunities flouted in former years, and inspire a reorientation of thinking, a revitalized sense of values, and a decent regard for the welfare and happiness of all mankind.

Factors Which Should Determine the Size of a School Unit

The following factors must be considered in determining the size of the school unit; (1) the present population at the institution, (2) the probable population increase during the next ten years, (3) the type of school and class organization, (4) provision for possible future changes in the educational program, (5) the educational activities which are to be carried on in the building, (6) the size of the site, (7) the funds available for constructing the building, and (8) the effect on educational enrollment of increasing numbers of idle inmates due to loss of prison industries.

Population statistics for a period of years will provide a curve of expectancy which will give some indication of probable future increases. Nothing is to be gained by building for today. However, estimating institutional population trends is a difficult problem due to the impossibility of predicting when and how public opinion will suddenly shift, or of anticipating acts of the legislature which may cause marked changes in prison populations. One factor which can be rather definitely predicted is the number of inmates who will be idle because of the loss of prison industries. The school offers one solution for this problem of idleness.

A school program which limits the hours of study to evening classes will require greater space than one which offers work throughout the day as well as in the evening. The amount of time devoted to class work at present and the probable increase in the time allotment must be considered in the size of the building. This time element for class periods should be carefully considered, and those charged with the administration of the school must plan to use all the space provided for the greatest number of hours daily.

In determining the activities to be included in the educational program, the educational needs of the men confined must be carefully considered. In institutions where a high percentage of illiteracy prevails, a different problem is presented from that which faces the educator in an institution in which the pre-institutional educational accomplishments of the inmate body are much higher. In every institution, illiterates and the few men whose background enables them to carry college work are housed side by side. Their educational problems are different and yet vital to each man. Between these extremes is the mass of inmates, each with different educational needs and each presenting a problem to challenge the prison administration and the educational director.

Certain educational needs are dependent upon the vocational opportunities available in the state. All states have a few occupations and vocational activities in common. Plumbers, electricians, printers, and the like are employed everywhere. However, the need for agricultural training in Texas is far greater than that in Massachusetts, and training for the automobile industry in Michigan is a greater problem than it is in Nevada. Naturally, those institutions whose inmates will return to the rural areas face an entirely different type of correctional training problem from those institutions with a predominantly metropolitan population. If the educational system of a penal institution is to serve its inmates to the best advantage, the future occupation of the inmates must be given important consideration in planning the educational building.

The age of the inmate body must be considered before the building program can be determined upon. In reformatories where many of the inmates are of high school age and may enter high school or college when released, the problem of suitable buildings for school use is different from that facing institutions which house older men. Now and then a man leaves prison, enters college, graduates, and assumes an honorable position in his chosen profession. These isolated cases will become more and more the common occurrence when the prison provides the opportunity for young men to accomplish this desirable achievement. Provision should be made for the educational needs of this group, and every effort should be made to increase the number of inmates in it.

Material Provisions for Types of Educational Activities

The foregoing factors, presenting problems for each institution to solve for itself, make exact recommendations for a building program an impossibility. However, a brief discussion of general building needs will be presented based on the types of educational activities which are considered essential in any modern correctional education program. At least nine types of educational activities must be considered worthy of space in the correctional school building. The space and importance given each must vary as the needs and purposes of the school in one institution differ from those in another. Material provisions should be made for the following educational activities: Academic or general education, commercial education, agricultural training, vocational or trade training, radio and entertainment, music, the library, handicrafts and hobbies, recreation and physical education.

Provisions for Academic or General Education

The space assigned to academic instruction should be divided into classrooms with a maximum capacity of twenty men. Classrooms of this size will compel the school administration to work with small groups. This is an essential procedure in adult education in order to encourage more efficient instruction through personal work on the part of the teacher.

In this department, as in all others, the lower three and a half or four feet of the walls along the corridors may be constructed of the same material used in the partitions. But at this approximate height, the next three or four feet, or even within a few inches of the ceiling, should be of glass. Such construction assures the means for close observation of the behavior in the room without the distraction caused by supervisors and custodial inspectors opening and closing the classroom doors.

All rooms used as classrooms or for any type of instruction purposes should be equipped with ample blackboard and bulletin board space. Practically all the inside partitions should be utilized in this manner. The blackboards should be of high quality material, preferably black slate in dull finish, and so fixed to the wall that little or no glare is reflected from them. The constant use made of the blackboards requires that students be spared unnecessary eye

strain which so often results when an inferior substance, carelessly placed on the wall, is provided in an attempt to reduce cost and thereby achieve economy.

The question of furniture for the classrooms throughout the entire building is a perplexing one. To date, little attention has been given to the equipment needs of a school constructed for adults. Even in many colleges, the furniture presents the appearance of adaptation of kindergarten and grade school equipment, except for laboratory furniture and shop equipment and arrangement, little may be copied from our institutions of higher learning. The psychological advantage of avoiding make-shift appearance of the furniture in the prison school is evident to anyone familiar with the inmate mind. The prison school is a school for adults who have been thrust into an abnormal environment, and many of whom were problem cases in former school situations. These factors must be uppermost in planning the educational building and no opportunity for positive stimulation should be disregarded.

Probably chairs and tables provide the most logical type of furniture for the classrooms. In the grades of the academic department, individual tables or tables to accommodate no more than two students are desirable, although some institutions favor tables accommodating as many as six students. In the high school section and in other units of the school, larger tables may be employed to advantage. The chairs and tables should not be fixed to the floor, they should be movable to provide for quick rearrangement to meet the class situation and to assure thorough cleaning of the room by the porter staff.

Many institutions have on the staff skilled workmen able to design and construct suitable classroom tables. The design and construction can then be varied to equip each unit of the school with distinctive furniture possessing the essential features to conform to the needs of that department. It is suggested, however, that the tops of all tables be covered with green battleship linoleum. This project in itself provides a type of training which should correlate closely with the work of the prison school and, if properly motivated, furnishes the basis for creating loyalty to the school and encouraging a sense of communal ownership, thus inspiring the inmate body to speak and think of **OUR SCHOOL**.

Chairs are more difficult and more costly to provide within the institution unless some one of the state industries is equipped to manufacture chairs on a production basis. Classroom chairs should

conform with the style of the tables, but strength and utility must not be sacrificed for the sake of appearance. Specifications should be carefully determined to serve as a measure in selecting chairs regularly stocked by a dealer or as a guide in the manufacture of a special chair. Whether the construction is of metal or wood, the chairs must be sturdy, well-balanced throughout, and comfortable. Nothing is gained in the long run by sacrificing quality for price in the original purchase of the supply of chairs.

In considering school furniture, it might be well to give some attention and thought to a chair with desk attached. Where this type of equipment is deemed adequate, the need for tables is eliminated; yet it is doubtful if the combination chair and desk is suitable for use throughout the entire school system. Whether they should be placed in recitation rooms only or whether they should be avoided entirely is a question each school must decide for itself. There is little to be said in favor of the old type school desks. These reflect too much of the "kid-stuff" to appeal to any adult. Even though a supply of these desks may be had from public schools for the taking, their use is unwise economy.

An adequate supply of maps, charts, globes, and all other accepted instruction devices is desirable. As far as possible, these should be available to the classrooms at all times; a series of charts relating to highway intersections is more valuable in a civics classroom than in the supply room even though these rooms are adjacent. Whatever materials of this type are provided, they should be up-to-date, for nothing is more discouraging to a teacher than attempting to present material which he knows has long been outmoded.

In purchasing these teaching accessories, only those items whose value is known and whose use in the classroom is assured should be secured. All others will represent an expenditure of money which can be utilized to greater advantage in other phases of school work. Special care must be exercised in the selection of maps. Probably no other field offers the opportunity to spend large sums of money when material of the same teaching value may be secured at a cost many times less.

Publishers are eager to interest prospective customers in textbooks presenting old subjects in the modern manner and new material in language which the ordinary reader can comprehend. City schools and public libraries will often donate obsolete textbooks and reference books occupying valuable shelf space. Pub-

lishers supply books at the usual discount to the trade; libraries and public schools, for transportation charges. True economy demands that all books be of the latest edition at the time of acquisition and that the books be cared for in a manner to make them serve their purpose for the longest possible time. Donated books may be acquired without much expense, but, as a general rule, they are of little value in the classroom.

Advanced students in any department of the school may be supplied with adequate materials from the high school and college lists of accredited publishers. For the beginner, the man who is learning to read and write and figure, textbooks and teaching materials are a serious problem. At the present time, little material is offered by publishers for the adult beginner. Juvenile material is not satisfactory. Here the challenge is to prison educators; they must pool their resources and develop a type of literature which provides the necessary vocabulary drills in material with an adult interest and appeal. A few institutions have accomplished commendable success along this line. The contributions of these institutions should be made available to all the prisons of the country.

Provisions for Commercial Education

The amount of space allotted to the commercial studies will be determined, of course, by the needs of the inmates, and those of the institution. The need for trained clerical personnel from the inmate body in those institutions which house a large population will make a commercial school desirable. If the potential enrollment in the commercial school is sufficient to warrant a varied and complete commercial course, then adequate space should be allotted for the work, and modern equipment installed for instruction purposes.

The classrooms of this department cannot be of uniform size, but the space must be determined by the activity to be assigned to each room. The shorthand and typewriting rooms should be adjacent with a glass partition to make possible more convenient supervision. The ideal arrangement could be obtained with two small rooms for shorthand, one on either side of the larger room assigned for typewriting. The typewriting room should have ample space to accommodate individual desks or tables arranged in aisles so that the instructor may have easy access to every student at work in the room.

In the shorthand rooms, a table wide enough to seat men on both sides is desirable. The number of tables will be determined

by the size of the room allotted. However, the smaller rooms are desirable, for these enable the instructor to concentrate on fewer students in each class. More efficient results may be obtained from two classes of ten men each than can be obtained from the larger class of twenty men. Blackboard space is essential for the shorthand room.

The typewriting room ought to be equipped with machines representative of the standard popular makes. Inasmuch as all typewriter companies offer an educational discount to schools, there is no reason to equip with one make of machine to the exclusion of all others. Folding top desks are desirable as furniture. These are rather costly, and for this reason, locally constructed tables may have to be substituted. If this is done, the tables should meet the standard specifications of typewriter desks as far as height is concerned and should be of sturdy construction of well-seasoned material to insure long wear. Careful attention should be given to the chairs in this department. Correct posture is essential to successful progress in typewriting and too often the chair does not permit the proper position at the machine.

Classrooms should be allotted for use in the teaching of the principles of bookkeeping. It is desirable that students enrolled in this subject be given two or three successive hours for work and instruction in the classroom. With this thought in mind, space should provide adequate desk room for half of the enrollment in this department at one time. Tables to seat no more than two men at each and suitable chairs are suggested as furniture. Ample blackboard space for instruction purposes and bulletin boards conveniently placed for display of student work and progress charts should be provided.

Three or four small classrooms should be available for the other business training activities. One large room arranged to simulate a modern business office should be provided for accounting and office practice. In addition to the usual chairs and tables to accommodate the students in this office practice department, space should also be provided for calculating machines, bookkeeping machines, and other practical mechanical devices found in the modern office. Necessary equipment to provide training in transcribing records made on the Ediphone or other similar recording machines is also advisable, especially if these are employed in the offices of the institution. Both the ditto and the mimeograph types of duplicating machines should be a part of the equipment for this school.

Not only do these offer a specialized type of training for commercial students, but they can also be made to contribute a real service to the institution itself.

All equipment provided for the commercial school should be up-to-date at the time of purchase. Too much stress cannot be placed on the advisability of offering modern business training. If the work is to serve as a rehabilitative agency, men who have pursued the studies and completed the courses must be assured that their training and skills will find an accepted place in the free-world commercial fields.

Textbooks and workbooks for commercial training are available from several sources. Prison schools will find the Gregg Company extending every aid to shorthand students and issuing to inmates who meet the various achievement tests the same certificates of award as are given to students in public commercial schools. Not only does this company extend the usual trade discounts to the institutional schools, but it supplies at no cost a wealth of teaching hints, practice material, and progress tests. Three or four publishers specialize in material for bookkeeping and accounting, and each of these companies maintains a department whose sole purpose is to assist schools in every possible manner.

Provisions for Agricultural Training

If the institution owns or operates extensive farms, then the need for and the scope of the work in the agricultural department can and should be extensive not only from the standpoint of training for inmates but for service to the institution itself. Every institution, even those within the boundaries of a city with little or no farm land under cultivation in the adjacent rural area, is interested in well-kept lawns, properly arranged flower beds, and ornamental shrubbery trimmed to present an attractive appearance. Such activities, restricted in scope as they are, offer the means for instruction and training of a specialized nature certain to appeal to a few inmates, at least.

The space in the educational building assigned to the agriculture work will be determined by the nature of the program decided upon. If the instruction is coordinated with projects and experiments related to the various phases of agricultural activities in the institution itself, much progress may be accomplished in a limited area for actual classroom work.

Probably no more than eight classrooms to accommodate a maximum of twenty-five students each should provide the required space for all formal instruction in an institution which proposes an extensive agricultural program. The furniture for these rooms would be similar to all other classrooms in the school unit. Blackboard and bulletin board space is desirable and all available wall space should be employed for these features. In addition, shelves or bookcases should be provided in each room for the systematic arrangement of the yearbooks and many bulletins available from the Federal Department of Agriculture and from the various experimental stations throughout the nation. Subject matter of this type is scientific in its approach and treatment of varied phases of agriculture work, and when supplemented by textbooks in related subjects, provides adequate classroom teaching material as well as suggestions for many projects and experiments on the farms or on designated plots within or closely adjacent to the institution.

A science department with adequate laboratory space to meet the educational needs of the institution is highly desirable. The laboratory should be placed adjacent to the agriculture school and probably assigned to this department for administrative purposes. Its use would not be restricted to the members of this department. High school science students would do their work in the laboratory; many problems in the vocational school could be solved in the laboratory; and analyses and tests for every department of the institution, kitchen, power house, farms, sewage disposal, etc., could be performed in this unit.

The size of the room and the extent of the furniture and supplies would be determined by the program contemplated. The furniture for the discussion room should be arranged so that demonstrations and experiments conducted from the desk at the front of the room could be readily observed from all parts of the room.

Ground space within the prison proper and conveniently located to the agricultural school should be set aside for a greenhouse and experimental plot. Although this greenhouse is separate from the education building proper, it should be considered an integral part of the building program. The opportunity afforded in this project for a type of specialized training more and more in demand, combined with the valuable contributions potentially available to the institution itself, justifies the inclusion of this feature in the educational program.

Provisions for Vocational Training

The importance of a vocational or trade school in the institutional educational program is generally recognized. The limit of the appropriation and the needs of the greatest number of inmates are the determining factors in the amount of building space to be allotted for instruction in this field. In the vocational school, the building itself is the smaller item of expenditure. The equipment and supplies represent the larger cash outlay. Outmoded and discarded machinery may be secured for transportation charges; but such equipment has little value for training purposes.

There are two desirable methods of housing trade training or vocational education. The ideal situation is part time class work in which related information dealing directly with the specific trade is taught, and part time work in the shops where the manipulative skills necessary to the trade are learned. As it is essential to teach both related information and manipulative skills, housing arrangements must be made to care for both of these activities.

The related information can be taught either in classrooms completely divorced from the shops or, if space is provided, the related information can be taught in the shop. There are arguments both for and against each plan. In either case, suitable classroom furniture and equipment must be provided. If the shops are on a production basis, the usual practice is to teach the related information in outside classrooms. It is desirable to have the shops on a production basis as a truer trade situation will exist and more modern equipment may be provided.

The materials and equipment necessary for instruction and training in a vocation or trade should compare favorably with the same equipment and material used by that trade in modern business and industry. If the objective of reformation is to be stressed through new occupational efficiency, then we must have modern trade training equipment. Efficient trade training cannot be done with cast-off and outmoded material and equipment.

In view of the foregoing discussion relating to the methods for presenting vocational or trade work, the policy of the school administration and the nature of the prison industries in each institution, as well as the occupational opportunities in the state, will influence the amount of space assigned to the trade school. Before the final decision on the scope of training and the type and arrangement of equipment is reached, it would be helpful for the building committee to confer with some authority in this field, such as a representative

of the Bruce Publishing Company, Milwaukee, Wisconsin. Bruce's Shop Annual and Bruce's Specification Annual are also aids in selecting equipment. These books present the equipment needs of various vocational training activities more completely than space in this chapter permits. With the type of training and the amount of equipment determined upon, a judicious allotment of space is possible.

The multi-activity room described in the School Shop Annual (Bruce Publishing Company, March, 1937, page 82) is worthy of special mention. Space for a multi-activity room is highly desirable in every trade school, and especially so in a prison. Equipment for elementary tasks in many trades is set up in this room and the newly arrived inmate desiring vocational or trade school training may spend a month or six weeks in this department adjusting himself to prison life and orienting himself to the proposed work. The equipment in this room should be practical and suitable for use in making many of the repairs and replacement of worn parts to the tools used in the various departments of the institution. A section of this room, equipped with reading tables and chairs and provided with literature relating to the many vocations, is especially valuable for guidance work.

A shop for farm machinery repair work should be provided if there is an agricultural school or any amount of farming carried on by the institution. The agriculture and the vocational school cooperates in the training work, and the farm superintendent welcomes this service to his department. The importance of printing as a training activity and the value of the printshop to the institution itself combine to make the space for this activity doubly useful. Radio service and repair has become a well established trade. With many institutions maintaining radio facilities for reception as well as for broadcasting, adequate space for training in the upkeep of institutional radios alone is desirable. To enhance the value of the drafting course, space with modern equipment for making blue prints should be provided.

Provisions for Radio and Auditorium Activities

Radio activities are varied. Space in the vocational school for training in service and repair has been suggested. Reference has been made to equipment in the electrical shop and science depart-

ment for special study and experiments in radio work. The actual broadcasting and entertainment phases of this activity are also important.

It is suggested that space in the building be allotted for an assembly room or auditorium large enough to accommodate at one time the school enrollment, thus enabling the students to assemble for any program—lecture, entertainment, or visual education feature—which may be available. In order to make use of slides and films, whose value as a teaching aid is so often disregarded, this room should be provided with heavy curtains at all windows and equipped with a screen and projectors for both slides and moving picture films.

A stage properly constructed for radio broadcasting and equipped with control rooms and microphones offers facilities for training in simulating broadcasting as well as providing for the release by remote control through the local radio station of those programs which the prison officials deem worthy to enter the homes of the listening public.

The auditorium should be made sound-proof, thus providing the music department with an ideal room to use for ensemble practices. In addition, a limited space to provide a series of sound-proof practice and instruction rooms for individual members and groups of the music department would complete a well-rounded program for training in the various phases of entertainment activities.

Provisions for the Library

Few institutions are provided with adequate library facilities. In those which have suitable housing arrangements and reading room space, but located in an area not readily accessible to the school building proper, space in rooms of the various schools should be provided for reference books, magazines, and books relating to special subjects. Such an arrangement requires that inmate librarians on detached service from the library proper be assigned to care for these special libraries.

The library should be planned as an integral part of the school plant. Adequate space for stacks, loan and receiving desks, and reading rooms should be provided in that part of the school building easily accessible to all units of the school and convenient for those inmates not enrolled in formal school work. The number of volumes and the population of the institution will determine the floor area of the library unit.

Although bookbinding may well be considered a trade worthy of a place in the vocational school, this activity lends itself to the library organization. Prompt attention to repairing and rebinding the library books add many months and years of service to the life of a book. Again, many magazines, both technical and literary, should be bound for future use; this is a service more promptly performed with the bookbinding department a part of the library. Limited space is required for efficient work in this department; equipment needs are inexpensive and easily constructed within the institution; and supplies will depend upon the amount of work done but represent only a few cents for each volume repaired or rebound.

Provisions for Handicraft Activities

The building committee is urged to be liberal in its allotment of space for instruction and training in handicrafts. The space may be divided into three sections. One may be used for general hobby work. This room would require little or no equipment aside from benches. The limited equipment needed and all supplies consumed are sometimes provided by the inmates themselves. A second section could profitably be given over to a type of instruction and training for the physically handicapped. Equipment for this section should provide a wide choice of activity for the inmates and should be chosen and employed with training for occupational rehabilitation the aim and the object. The third section should be maintained for therapy purposes. The medical psychiatric departments are in a position to offer valuable suggestions in regard to the type of equipment for this room and probably would be willing to provide a supervisor trained in occupational therapy to direct this activity.

Provisions for Recreation and Physical Education

Recreation and physical education are important phases of the institutional educational program. The recreation program should be broad and varied so as to enlist the interest and effort of every inmate. The material requirements for a good recreation program are too numerous to be described adequately here. A gymnasium with a playing floor at least sixty feet by ninety feet and a large playing field are the major needs. Detailed standards and specifications for gymnasiums and playing fields are given in Strayer and Engelhardt's books on Standards for Junior High School Buildings and their book entitled Standards for High School Buildings.

Standards are also available from the National Recreation Association and from the manufacturers of athletic and gymnasium equipment.

Recommendations for General Building Construction and Service Systems

At least eighty per cent of the floor space of the education building should be given over to instructional purposes. The arrangement of the classrooms, assembly room, laboratories, shops, offices, and lavatories should be planned and designed so that each is readily accessible with a minimum of travel through corridor and stairway space. These two items, corridors and stairways, must be planned for maximum efficiency in the movement of the inmates, for safety, and so as to facilitate supervision. The exact width of the corridors cannot be stated, for each building presents its own problem. It is not necessary that all corridors be of uniform width. At points of entrance and exit, greater width is desirable than in that section where fewer inmates may be expected at any one time. Cross corridors, if used, may be narrower than the main corridors of the building. The location of the stairways is important. Under no circumstances can their construction over heating units, furnaces of any kind, or stockrooms in which inflammable materials are stored be justified.

The safety of the occupants of the building demands that the quality of the material used in the construction of the corridors and stairways be of the best. Fire-proof construction in the entire building is highly desirable; in any event, corridors and the stairways must be of non-inflammable material. At least two, preferably three, entrances are desirable. If possible, provisions should be made for additional exits in cases of emergency. Both the entrances and exits should be located and constructed so as to insure safety in case of fire, and adequate supervision. Based on the grouping of buildings by the American Institute of Architecture, the institutional school building ought to meet the requirements of a TYPE A building: constructed entirely of fire-resistant materials including roof, windows, doors, floors, and finish.

Even though the building is fire-proof, its contents are inflammable, and therefore, fire extinguishers should be provided throughout the entire school. First aid kits are also important, especially in the vocational school and laboratories. Training in the use of these is essential.

Toilets and lavatories should be located in accessible, though inconspicuous places, and unrestricted observation of the conduct of the occupants at all times must be possible. The fixtures in these rooms should meet all the requirements of the plumbing code. Conveniently placed drinking fountains of the bubble-type are desirable.

Storage space, equipped with shelves, lockers, and other accessories should be provided. Often systematic arrangements of the materials will greatly reduce the floor space needed for these purposes. Inasmuch as the contents of the storage rooms are usually inflammable, these rooms should not be located near stairways or exits.

An office with proper furniture for each supervisor is essential. Study and reading space should be provided for teachers. The space occupied by the director of education should include his office suitably equipped for efficient work and a record room large enough to accommodate the clerical force necessary for maintaining complete and accurate information relating to the educational progress and general achievements of each inmate enrolled in the school.

Labor, a costly item in any construction program, is at hand in the institution for use on the school building. Since the labor cost in prison construction is negligible if inmate help is used, a greater portion of the funds is available for the purchase of material which goes into the construction of the building.

The walls of all rooms and corridors should be plastered, the number of coats determined by the type of materials used. The last coat should be troweled to a smooth finish. Sand finish and other ornamental finishes become a catch-all for dust and dirt; for sanitary reasons, they should be avoided. In the vocational school, brick or tile finished walls are advisable. The walls ought to be decorated even before the rooms are used. The color scheme employed for the decorations is important and may be slightly modified to meet the natural lighting conditions in various parts of the building. The material used in the decorating should be of such a nature and type that it is easily cleaned without losing its value as a decorating agent.

Special attention must be given to the type of floors used throughout the entire building. Tile floors in the corridors are satisfactory, but such material does not lend itself for classroom floors outside the vocational or trade school. Terrazzo, when properly finished on a solid base to avoid cracking, makes an attractive floor and is

easily kept clean. However, the committee should consider well the advisability of using battleship linoleum or one of the many non-inflammable cork composition materials manufactured for floor covering. Any of these, properly cemented to a smooth concrete surface makes an ideal floor covering for use in classrooms. As a last resort, concrete floors carefully finished and painted regularly can be used throughout the entire building. The cost of keeping a concrete floor so that it makes a presentable appearance should be considered before this is accepted. Because of the many types of flooring and floor covering available, wood floors should be avoided.

Windows extending from a height of about three feet from the floor to the ceiling on outside exposures of every room are desirable. If possible, the window space should represent an area equal to at least twenty-five per cent of the floor space of the room. The type of window frames and size of the glass will be determined by the type of architecture employed. All clear glass should be of grade B diffused glass of a type and quality to obtain a uniform distribution of light throughout the room. Shades should be provided for all windows. These should be installed so that the lower part of the window may be shaded without eliminating the supply of light from the top. Translucent shades should be used as they will keep out the direct rays of the sun but will allow considerable light to filter through.

Even though the use of the schoolroom is limited to days, the natural light from the windows is not sufficient for all hours of the day and for all kinds of weather and must be supplemented with a system of artificial lighting. If night classes are organized, the lighting of the rooms is a greater problem. Building plans should provide for ample electric light installations. Too often, the attempt is made to get along with one or two high power lights when four or six well-placed lights with a lower combined candle-power will achieve far better results. Particular attention must be given to the lighting problem in the vocational or trade school. Here the lighting, whether direct, indirect, or a combination of both of these, must be carefully arranged so that shadows will be eliminated and a clear uninterrupted view of the operation at hand is possible at all times. Service departments of electric companies and lighting engineers are in a position to give detailed and accurate information regarding this important phase of the building program.

In many institutions, especially those with a central heating plant, the question of heating the school building does not present

a difficult problem. The heating plant may require an additional unit or more efficient operation of the present units; but the laying of the conduit for the steam or hot water into the building and the pipes for the gravity or syphon return of the water or condensed steam represents the only construction outside the building itself. The radiator surface for each room is easily computed and the type of radiator chosen should assure ample surface to meet the known requirements. Thermostatic control for each room is desirable, thus assuring uniform temperature under all weather conditions. Ventilation is an important factor in every schoolroom. Unfortunately, the ventilating facilities of many institutions are of little value for a school. To meet this situation, a ventilating unit, independent of the remainder of the institution, should be installed in the school building and the necessary equipment provided to obtain desirable results. To attempt ventilation control by opening windows is to invite trouble with the heating department. A humidifier should be installed in conjunction with the ventilating unit. The additional expenditure for this outfit can be justified in more efficient working conditions and savings in the heating costs.

Conclusion

This chapter has described the minimum material provisions for a good institutional educational unit. The school buildings at Sing Sing and Attica Prisons and Elmira Reformatory in New York State approximate these standards, as do the educational units at certain Federal institutions. A new school building which embodies most of these recommendations is about to be constructed at the New York State Vocational Institution. The plans for the new Green Haven Prison in New York include an educational building housing classrooms, shops, an auditorium-gymnasium and other features which indicate that an excellent school plant will be provided. It should also be said that, while separate school buildings are desirable, some institutions such as Wallkill Prison in New York have so adapted their regular plant as to make possible a very desirable school program. Most school plants built in correctional institutions in recent years reflect the realization of the need for a variety of educational activities to meet the needs of the individual inmate.

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CHAPTER XVIII

THE RELATIONSHIP OF INSTITUTIONAL
TRAINING TO POST-INSTITUTIONAL ADJUST-
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by

Sanford Bates

Executive Director, Boys' Clubs of America, Inc.
International Prison Commissioner
Former Director, Federal Bureau of Prisons

Recently, on a nation-wide hook-up, the Honorable Homer S. Cummings, Attorney General of the United States, justified the progressive penal policy of the Federal Government in four words, "They all come out."

So far as the public is concerned, the acid test of any penal system is how its graduates perform after they are released. Were it not for the rather solemn realization that sixty thousand human products of our penal system are to be turned loose on our American communities every year, we might not have the same anxiety as to their treatment while in prison.

To assume that all there is to the prison problem is to get men safely into the penitentiary and proceed to forget about them is to be shortsighted in the extreme. The end and aim of the penal system is to protect the public and that cannot be fully achieved unless we look to the time when the prison doors swing outward as well as inward. Under the modern theory of penal treatment there is then a direct relationship between the institutional training of the prisoner to his post-institutional adjustment. Both are parts of one continuous process. A brief word as to the necessity of parole as an integral part of the protective penal process will not, therefore, be out of place in a volume of this sort.

There seems to be a disposition in certain quarters to regard the advocates of parole as persons who are unduly sensitive to the interests of prisoners. While there may have been occasions when, in the light of subsequent offenses, it has seemed that parole or pardoning authorities were more impressed by the needs of the prisoners than those of the community, the facts as presented throughout the country and seen as a whole force us to the conclusion that parole is a method of further protecting the community rather than a demonstration of leniency.

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To assume that all there is to the prison problem is to get men safely into the penitentiary and proceed to forget about them is to be shortsighted in the extreme. The end and aim of the penal system is to protect the public and that cannot be fully achieved unless we look to the time when the prison doors swing outward as well as inward. Under the modern theory of penal treatment there is then a direct relationship between the institutional training of the prisoner to his post-institutional adjustment. Both are parts of one continuous process. A brief word as to the necessity of parole as an integral part of the protective penal process will not, therefore, be out of place in a volume of this sort.

There seems to be a disposition in certain quarters to regard the advocates of parole as persons who are unduly sensitive to the interests of prisoners. While there may have been occasions when, in the light of subsequent offenses, it has seemed that parole or pardoning authorities were more impressed by the needs of the prisoners than those of the community, the facts as presented throughout the country and seen as a whole force us to the conclusion that parole is a method of further protecting the community rather than a demonstration of leniency.

The problem of the discharged prisoner has always been a difficult one. Society has not yet learned how to punish a man and reform him at the same time. Undoubtedly many men are released from prison no better and possibly worse than when they went in. But many men also leave prison with a well-formed resolve to go straight—a resolve which subsequently breaks down when they attempt to confront a hostile or unsympathetic society single-handed.

It was in recognition of these facts that wise men who had the interests of the community uppermost in their minds proposed that a period of supervision be added to the end of a man's prison term. Now, the only way that this can be accomplished and the very necessary element of compulsion retained is (1) to provide a sentence longer than the time that a prisoner should properly and justly be retained in prison, (2) to release him into the community before the expiration of that full time, (3) to keep him under strict surveillance and send him back to prison on the first indication of his failure to conform. From this point of view parole is seen to be an extension and not a diminution of the sentence, and it becomes another element for the protection of society.

Perhaps we have made a mistake in referring to a parole as being **granted** to an individual when, as a matter of fact, we are justified in most instances in referring to the process of supervised release as something to which he is being **subjected**. Prison wardens can testify to the fact that many prisoners prefer the old method of release to the one which keeps them under surveillance a long time.

There are other advantages to a good parole system which do not in any way diminish the punishment properly imposed on a wrongdoer. It makes it possible to (1) adjust the date of release to a time when employment can be obtained for the parolee, (2) provide an incentive for good behavior, (3) assist a well-intentioned prisoner to rehabilitate himself, (4) return a violator without trial, and (5) enable the authorities to keep a check on the man's conduct and whereabouts. None of these things is possible under the definite sentence system.

A careful scrutiny of the statistics available will show several surprising things to those people who are accustomed to agree with denunciations of parole.

1. The figures will indicate that in good parole systems, such as that of the Federal Government, not more than ten per cent of discharged prisoners violate regulations during the period of their parole.

2. They will indicate that a surprisingly small percentage—less than one per cent—of all the men now being arrested for crime (not only major crimes but all crime) are found to be on parole at the time of arrest. The last issue of **Uniform Crime Reports** published by the United States Department of Justice which gave figures of this sort covered the first three months of 1935. During that period the total number of arrests cleared in Washington for finger-print identification, for all crimes, was 90,504. Of that number the individuals found to be on parole at the time of arrest totaled 509. We have heard it said repeatedly that an astonishingly high percentage of serious crimes now being committed are by men on parole. These same statistics indicate 1,535 arrests for criminal homicide, but a table in the same issue indicates that not a single one of these persons when arrested was found to be on parole.

3. They will show that the time served in prison previous to a release on parole is on the average longer than the time served when the sentence was completed. This last fact is proved by figures gathered from Census Bureau reports and from recent studies made in Massachusetts and Illinois.

Illinois is one of the states where parole has been most under attack from certain sections of the press. A recent survey in that state disclosed the fact that under the old definite-sentence system the time served in prison for the three major crimes of robbery, burglary and larceny averaged 6.3 years but that, since men have been released by the parole method on the determination of the State Board of Parole, the average length of a sentence for one of these three crimes is 8.1 years.

Of course, it is easy to affix the blame when a paroled man goes wrong—much easier than to criticize the police, district attorneys, and courts for any misguided leniency on their part. And it is likewise difficult to discover the thousands and tens of thousands of prisoners who have justified the faith of parole boards and who have not been subsequently rearrested. One hears only of the occasional case which seems to indicate lack of judgment or positive venality on the part of a parole board.

It is safe to say that today many more mistakes are being made throughout the country on the side of too great severity rather than too much leniency. One cannot immediately discover mistakes of this sort without looking into our prisons.

The case of John Dillinger has been held up as a shining example of parole failure. As a matter of fact, as Governor McNutt of Indiana himself pointed out, Dillinger was held in prison for nearly nine years for complicity in a crime for which his older associate served less than three. Might it not be that Dillinger's pre-eminence as a public enemy was owing as much to an overdose of prison as to any mistaken leniency?

The wiser and more careful the system of parole which is devised, the more protective it will be. Parole which is merely equivalent to pardon is never as effective or as safe as parole administered by a full-time non-political board which has the benefit of all the facts with reference to the prisoner and his community. Unless we are prepared completely to abandon any idea of reform, even for the most trivial offense, we must some day release each criminal from prison; and, when we do, what safer method than parole can possibly be devised?

It cannot be gainsaid, however, that the process of readjusting a prisoner in society is a difficult one. So difficult is it that a business man recently printed an article in *Forum Magazine* entitled, "Keep Your Convicts." His theory was that when the average institution had had a man in its custody for a substantial length of time, he had been rendered unfit for re-assimilation into the community. Mr. Rollman was talking about the effect of the traditional prison upon its inmates.

The whole purpose of this book is to show that it is possible for prisons to become places where citizenship can be reconstructed through the educative process and that it will be safer for the community when such a plan can become general. Unless the prisons are to be forced to keep their convicts indefinitely, the attempt at education described in this book must sooner or later, in the interest of the public, be adopted.

There are three reasons why readjustment of the prisoner into civil life is a process of surpassing difficulty. In the first place, the prison is expected to be a place of punishment. When a man goes there he is under suspicion, restraint, constant surveillance, he is put in a steel cell behind a high wall, and armed guards stand between him and the public. The traditional emphasis of the prison is upon deprivation and control. This is not the climate in which men are easily re-inspired or re-educated. It has often been remarked by wardens and others how difficult it is for a high-strung individual to accustom himself to the restraints of prison

life. Difficult it is, indeed, but no more so than the process of reorienting the prisoner to free living outside of the prison. It is becoming increasingly apparent that it is difficult to punish and inspire men at one and the same time.

In the second place, the problem of providing work for the discharged prisoner is one which is even more difficult than that of providing stimulating industrial opportunities for the man while he is in prison. Here again we find an important relationship between the institutional training and the post-institutional adjustment. It will be futile to give prisoners an opportunity for vocational education or to lavish time and money on them in the hope they may thereby become better equipped to support themselves if, on release, there are to be no positions for them to fill. The problem of unemployment is difficult enough in itself these days, but add to that the inevitable prejudice against men who have been to prison and you find the whole prison problem assuming a character of exceptional difficulty.

A man incurs a civil obligation and when he pays it he regains the confidence and respect of his neighborhood. But if, through an act which many times may be on the line between a criminal and a civil obligation, he is called upon to pay a penalty to the public, the fact that he pays it oftentimes seems to add to his disgrace rather than purge him of it. There have been outstanding examples of men who have beaten down public mistrust and overcome obstacles to make of themselves a success in spite of the prison experience. One could call the roll of such individuals and find a surprisingly large number of men who turned out to be useful citizens. But it is evident that before our penitentiary system can realize its newer aims, a more tolerant and far-sighted attitude must be developed in the community towards the ex-prisoner.

So long as the Army and the Navy and the Civil Service deny him the right to employment, it is rather difficult to expect private industry to employ him. But unless he can be employed there is little chance of his being able to breast the waves of prejudice and keep himself out of the criminal ranks. The right to fight for his government, the right to work out his debt to society by rendering service to his government must be denied and the taxpayer must shoulder the burden, supporting such men either in idleness or in institutions. The whole thing does not seem to make sense. If a man is arrested and serves his term in the work house for an assault,

is he any the less likely to make a good soldier? One does not need to advocate that the battleships be manned entirely by ex-convicts, but one can insist that some discrimination be shown and that the wholesale proscription against employing the ex-convict no matter who or what he is, is not wholly in the public interest.

In the third place, if prisoners are to be reformed, the regeneration must take place in their emotional attitudes as well as in their physical and mental capacities. Dr. Pauline Young recently studied the records of two thousand male probationers in the Los Angeles County district. She came to the conclusion as a result of this study that these men were not only deficient in formal education but more than that they lacked what she calls "social intelligence." They had no "roots in a social world which would provide status, responsibility, challenging activities and satisfying response."

The average prison term does something to a man emotionally. Close confinement, deprivation of family contacts and emotional starvation are the inevitable accompaniment of incarceration in the average prison of yesterday. A man emotionally thwarted over a long period of years is not a safe individual to be released into his community. Institutional training of an inmate which does not take into account this fact will not be of much assistance in adjusting him to post-institutional environment.

A few years ago I had the opportunity to visit some of the prisons in the Soviet Republic. There is not much that one who believes in democracy in the American manner can say for the Soviet system of government but they have made one discovery in their penal system. I do not refer to the manner in which they dispose of their political prisoners; they rely in such instances on swift and sure punishment. But in their dealings with the man whom we might call the ordinary criminal, they employ a very definite method. They do not attempt in their treatment of him to make the two difficult adjustments that I referred to above. The inmates of their colonies and industrial prisons find institution life not much different from free life outside. There is plenty of work for them to do at standard wages; they are permitted to marry and raise families while in the colony, and life being what it is there, there is no pressure to be released. Thus the Russian penal system solves all three of the difficulties which I have mentioned above and still protects the public from the depredations of the criminal.

It goes without saying that we could not adopt such a policy here but we can and must arrange conditions of training in our

institutions more definitely with the process of later adjustment in mind. The whole purpose of this chapter, therefore, is to point out the inevitable and inescapable relationship between these two parts of the penal process. Men must be prepared physically through prophylaxis and reparatory operations, if necessary, for the resumption of life in a competitive world. They must be trained industrially, to a specific trade if possible, but in any event they must be imbued with the habit of work if they are to be safeguarded from later temptations. Their educational preparation must not be in such routine matters as the multiplication table and third reader but must be education from a broader viewpoint of preparation for citizenship. Their minds must be cleared of delusions. They must be taught through sensible recreational programs how best to use the leisure time they are sure to have plenty of. And if they are one day to resume practice of participating in a democracy, it may be well even in prison to teach them the democratic method.

Graduation from prison to freedom outside becomes a risky process when it is too sudden. The terrible picture of a broken down individual with a shaved head and a prison pallor is fortunately not as common as in the old days. This process of preparation is now a progressive one. From the closely built cell, to the individual room, to the dormitory, to the honor group, to the open camp, to supervised parole, to ultimate freedom is the logical process of readaptation.

Doubtless there will still be those who say that such a program will not have the same deterrent value as a more condign system. We have neither space nor time here to discuss the question of punishment as a deterrence but we do have ample instances where a method of preparation for citizenship, something like the one outlined above, has worked greater protection to our communities than a system which relies solely upon punishment.

The women's institutions of the country are less like prisons than any of our penal establishments. There is less of shock of adjusting in and out of them and yet their percentage of successful reformations is substantially higher than those of the men's prisons. The states which practice modern methods of parole properly prepared for and properly supervised, seem to have less crime than states with a more punitive prison system.

I recall one striking demonstration of the value of institutional training as contributing to later success. The superintendent of a

shoe shop in one of the large federal penitentiaries followed the careers of sixty of the men who had had the opportunity to learn the shoe business under him. Of the sixty men as to whom he had definite information, only one had gotten into any kind of difficulty—a per cent of success many times higher than that of the average run of prisoners.

In considering, therefore, the question as to what part education can play in prison administration, let us have the longer view. It may not be wise to hand the prisoner a parole application as soon as he gets to the prison but it will be a farsighted prison system that starts about rather early in the prisoner's term to prepare him against the day of his release. If we do accept this longer view of the problem of post-institutional adjustment, all of these institutional services including psychiatry, medical service, classification, social work, education and industry, will contribute to our ultimate success. It will be of little value to our communities to educate our prisoners unless we educate them for a purpose, and that purpose should be their successful readjustment in society. Only thus can the money we spend on prison administration be justified and only thus can the public be ultimately protected.

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CHAPTER XIX

STIMULATING INTELLIGENT PUBLIC INTEREST IN CORRECTIONAL EDUCATION

by

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Popular Misconceptions Regarding Crime and Penal Treatment

If one were to ask the average man or woman what he expects of a prison, the obvious answer would be that the prison is a social device for the incarceration of the lawbreaker, for the punishment of the individual and the security of society.

This basic attitude of the public is conditioned by numerous factors such as the emotional shock of glaring headlines regarding the exploits of criminals of the Dillinger type and deeply rooted beliefs that criminals constitute a class apart, that the expenditure of vast sums for the building of maximum security prisons is a sound social investment, that imprisonment for and as punishment is justifiable and that imprisonment of proper duration and severity is the best protection against future criminality.

The naive public attitude that the problem of the criminal is something apart from community life and responsibility and can be left to the police, the judiciary and the warden accounts for the belated improvement of penal systems that often fail to justify their existence beyond the bare fact that for a limited time a relatively small number of those who have broken the criminal law are incarcerated for better or for worse—often for the latter.

If one is critically minded, one may well ask: "Why prisons at all?" They are not very old institutions. The old cell block at Sing Sing was a relative novelty in its day, resulting from the work of Howard in England and the Quaker influence in Pennsylvania. About 1800, the latter State developed a system of solitary confinement which was considered a marked advance. A little later at Auburn in New York State, there was developed an improved system which provided group work by day, separation by night and enforced silence at all times. Crude as the prisons were and still are, they mark a broad humanitarian advance over the cruel-

ties of an earlier day when death, exile and mutilation were the typical penalties, and also over the practices of ear-croppings, brandings, floggings, the ducking stool and exposure in the stocks and pillories used during colonial days.

The earlier prisons, as well as many of the present day—poorly built, badly equipped and inefficiently managed—were places of punishment but not agencies of rehabilitation. In view of the fact, that, with the exception of those condemned to death and life imprisonment, most of the inmates of practically every prison will be back in community life in ten years, one must challenge the uncritical attitude of the public and develop a broader conception of the functions of the prison.

The public through its agents should no longer thrust the culprit through a prison gate and then treat him as a forgotten man. Security in the present moment may be assured by prison bars but what of the future when the inmate is returned to social life? While drama may attach to the incarceration of the lawbreaker, the less dramatic moment of his release is of equal or greater importance as a result of imprisonment in the penitentiary or prison. Is he really penitent and are we sending him forth a better man competent to bear his burden in life? If we expect to better prison work, we must sell the new objectives to the public through the press, books, public discussions, legislative enactment, organization of commissions and the work of such agencies as the New York Prison Association, the Osborne Association, the American Prison Association, the National Probation Association and the welfare agencies of the several religious denominations.

When an atrocious crime has been committed, whether it be a murder, a robbery or a kidnapping, the public mind instinctively demands vengeance. The criminal becomes that pariah of society whose immediate incarceration or death is demanded without regard to the possibilities of salvage or rehabilitation. The machine gun replaces the judicial process. The "G" man is the hero of the hour. A debt to society has been incurred and must be paid. Emotional reactions, rather than cool judgment, color the public mind to the exclusion of the broader social viewpoint that should determine our attitude with reference to the average criminal who must make amends but for whom society is obligated to do whatever may be possible to restore him to a decent, honest livelihood.

Is the criminal a type and class different from most of us? Fictional characters such as Raffles and Bill Sykes, as well as the

earlier doctrines of Lombroso concerning physical stigmata, are still the basis of what Austin MacCormick calls "our arrogance of respectability" that disregards the accepted fact that the average criminal is not a type but very like most men. He is the social result of many complex forces of heredity, home, family, church, recreational, vocational and social influences; a large element of chance beyond the control of the individual determines whether he shall become a criminal or a respectable member of society.

In the public mind, the expensive walled maximum security prison is the one best answer to the challenge of the underworld. Ask a New Yorker what are the several types of prisons taxpayers provide in his State. While the answer will depend upon the nearest penal institution, in New York City the typical reply would refer to either Sing Sing or Dannemora. It is hardly necessary to point out how erroneous is this viewpoint. Public opinion lags far behind the modern conception that on the basis of many factors of personality, mental and emotional ability and stability, social attitude, criminal history, future opportunity in terms of social and vocational prospects, we must provide not one but many types of institutions if rehabilitation, as well as punishment, is to be our chief objective.

While the culprit who has broken the law with the resulting loss of life or property is sent to prison as punishment, the older conception which still prevails in the public mind is that he has also been sent to prison for punishment. The average layman reads with grim satisfaction that X was sent to prison for so many years at hard labor regardless of the fact that in most prisons the conditions of the sentence cannot be complied with because of the limited number of productive shops, the ban on interstate shipments of prison-made goods and the indecent overcrowding. In other words, in many of our overcrowded prisons, hard labor is a myth and instead there is degrading idleness.

The basic punishment is denial of freedom. Modernized prison administration accompanies such denial with a wholesome program of living based upon proper classification of physical, mental and emotional characteristics, arduous, energy-consuming, productive labor and also an educational and recreational program—a plan of prison life which the average citizen considers neither possible nor desirable.

The outmoded conception that prisons should be maintained chiefly for punishment was the basis of solitary confinement, ball

and chain, striped uniforms, clipped heads, lock step, bread and water diets and various barbaric methods such as still characterize the county jails and chain gangs of some southern states.

To what extent did such procedures re-adapt the inmate for life beyond the walls? If there is no appeal to the inmate's self-respect, sense of honor, satisfaction through accomplishment, interest in self-control, desire to be profitably employed, yearning to go forth physically and mentally a clean man, the net results of imprisonment will inevitably prove that the prison is a failure both as a disciplinary and an educational institution.

Fortunately, during the past two decades, prison doors have been thrown open to intelligent, constructive critics and there has been a halting but continuous advance in the modification of the older ideology which is still implanted in the public mind, that the chief function of the prison is to punish. There is more general recognition of the validity of the Declaration of Principles, adopted by the American Prison Association as long ago as 1870, "Since hope is a more potent agent of fear, it should be made an ever present force in the hands of prisoners. . . . The prisoner's destiny should be placed immeasurably in his own hands. A system of prison discipline to be truly reformatory must gain the will of the prisoner. . . . The prisoner's self-respect should be cultivated to the utmost and every effort made to give back to him his manhood."

In short, if we analyze the attitude of the public towards the prison and the criminal, we become convinced that much must be done to persuade the public to develop a more intelligent, humane and productive philosophy with reference to the functions of the prison as a social agency.

Basic Concepts of Penal Treatment Which Should be Widely Disseminated

Crime is an ancient evil and has always been and will always be one of the unfortunate characteristics of community life. In one's leisure time, it might be profitable to make case history studies of such noted Biblical characters as Cain, Solomon, David, Job and even Moses, and thereby rediscover the criminal characteristics of even the traditional figures of Biblical history.

In any prison, the endless procession of incoming inmates includes not only the butcher, the baker and the candlestick maker, but also the artist, the doctor, the banker, the clergyman, the juror

and even the judge. These are but a fraction of the total number of lawbreakers, many of whom are never apprehended or convicted.

It is a short-sighted policy to regard the criminal as a numbered felon without analyzing the forces that have made him so. We know that no one or two factors cause crime, and that we need to know more about the part that heredity plays in the life of the psychopathic type, the family life and slum influences of the lad from the tenements, the defective schooling, the economic disasters and temptations of the business man and the debasing but provocative opportunities in the life of the juvenile delinquent who has never had the benefit of a decent home life or religious training. The implications of such facts are that crime prevention and prison reform are essential problems with the solution of which all members of the community must be identified. The conception of prevention that has been so fruitful in dealing with other social problems such as fire, disease and sanitation is now being applied in the field of penology as rapidly as research and experience will permit.

To the problem of what influences shape the prison inmate, is added the more important one of how he could have been prevented from becoming a delinquent or a criminal. Vigorous attacks are being made on the problem of juvenile delinquency by providing for improved health service, clearance of slum areas, elimination of social diseases, improved schooling and vocational education, improved recreation and increased religious instruction. This inspiring program requires not only the effort of the nation, the state and the local community, but of welfare agencies such as the scouts, public school and police athletic leagues, settlements, religious organizations, boys' clubs and similar welfare units. In other words, there is an awakened public interest and a determined, coordinated effort is being made to stop the flow of criminality at its source.

Today we know that only by individualizing children in such matters as health, temperament, schooling, recreation and social attitudes can we discover the springs of behavior and so educate the young that they will not become the present-day delinquents and the future criminals. The same general principles apply to those who have gone wrong. Regimented treatment, uniform punishment, demoralizing idleness are not the means of salvaging the delinquent or the criminal.

Prisons have problems that are much more difficult than the average layman conceives. Many of the inmates are mental and moral deviates, case-hardened, dangerous, anti-social personalities beyond the hope of salvage; but in view of the youthful age of the largest group now entering prison, it is safe to say that many are of the more hopeful type for which the prison must assume the responsibility of rehabilitation. Chaff and grain flow into the prison hopper, but we must glean those lives that are worth saving. The parable of the Sower has enduring significance.

Apart from the better housing illustrated in the new dormitories, mess halls, shops, libraries, recreation halls and chapels in the newer prisons, the better classification, the better mental, medical and surgical care, the scientific rations, opportunities for recreation, etc., probably the two most hopeful improvements are the professionally trained wardens, teachers and guards, and the introduction of education in the best sense as a plan involving the whole life of the inmate and the conduct of the institution. Brutality has largely disappeared. The burlesque teaching, so often described by Austin MacCormick and Sam Lewisohn, has gone never to return. No longer will a husky illiterate, convicted of manslaughter, read a primer to the effect that he must learn to love his teacher who happened to be a lifer convicted of murder in the first degree. No longer will an inmate with agonizing personal problems be quizzed about the anatomy of an ant, a grasshopper or a humming bird. Yet, such incidents have characterized the educational programs of the past.

Where educational work has been inaugurated, not only are inmates being kept abreast of the times, but in the light of personal preferences and skills they are being prepared for their reentry into social life. It is very difficult to realize how tragic was the plight of the convict who had done his bit, as he stood at the prison gate, dressed in a shabby suit with a few dollars in his pocket, facing a world that had long outdistanced him and which he must reenter under the nominal supervision of an overworked parole board. How decent and self-reliant could he be with reference to a world that had moved ahead while he moped in a cell, receiving as his only education at a "university" level, the endless prison chatter concerning the technique of the underworld?

The intelligent public demands that the life of a modernized prison be so organized that the interest shift from walls and machine guns to inmate personalities, warped though they be, and that the

whole life of the institution and especially the personalities of the warden, the chaplain, the guards and the teachers be such as to enter into sympathetic rapport with the inmate in order to inspire him to cast off the standards and the habits of the world of crime. The greatest responsibility is to seek to gird his loins, sharpen his brain and purify his heart for taking up responsibilities of father, worker and citizen upon his reentry into life.

Informing the Public and Securing Its Support

To stimulate general public interest it is first necessary to find out where it already exists. Not only are those engaged in prison work concerned with the rehabilitation of the prisoners, but educators, business men, social workers, government officials, and men and women in all walks of life are interested in reducing the impact of non-social conduct in the interest of society at large. Therefore, if a community as represented by governor, mayor, or other responsible official wishes to arouse support for a program of crime prevention or correctional education or if a civic body wishes to arouse the public official, then those who really know the problems, or some particular phase of it, together with interested laymen, should be organized into a functioning body. The curious and gratifying fact is that there are always people who have never become deeply concerned with a public problem, but who will take a deep interest if brought into close contact with it.

This technique has been used in New York State and to it can be attributed most of the progress made in the various institutions of the State. First, the Lewisohn Commission was appointed by Governor Franklin D. Roosevelt for the purpose of developing modern, adequate prison buildings, and later Governor Lehman appointed the Commission on Education in Correctional Institutions in the State of New York. On this commission are institutional officials, professors of education, superintendents of schools, school principals, members of boards of education, and business men with broad civic points of view. Cooperating heartily and efficiently there have been, of course, various members of the State Department of Correction. One of the first tasks of a group of this kind is to make known to the public at large the problems of the prisons, remembering always that the "public at large" consists not only of many indifferent people, but also of presumably intelligent and civic minded persons like the members of the committee itself.

An important feature of this plan of stimulating interest is a recognition of the fact that the principles of good education in prison are no different from those in the regular school system. There is no mystery and certainly there need be no sensationalism. The purpose of the prison is, or should be, the training and rehabilitation of men and women who, somehow or other, did not get or failed to benefit from, such training in the public schools. The prison can be a second-chance, sometimes a last-chance, school. It is obvious that the application of these general principles to prisoners requires a thoroughgoing knowledge of penology, but the cooperation of educators and penologists provides adequate opportunity for making the best educational practices operate in the interest of prisoners and society. At the same time, it must be remembered that in isolated instances, and in piecemeal fashion, some excellent educational practices have been developed in the past in various prisons. This has been true in New York State and both the administration and the Commission have been alert to capitalize upon the efforts of those already in the service.

The Commission has used various means of making its work effective. Among them have been:

1. Harmonious cooperation with all officials of the New York State Department of Correction.
2. Personal visitation to institutions and "on-the-job" consultation with institutional workers upon their present problems.
3. Employment of research workers through the use of private funds to gather facts upon which, in part, recommendations for future developments are based.
4. Preparation of interim reports on special phases of the work which have needed immediate attention.
5. The establishment of contacts with state officials and others for the promotion of new developments.
6. Sponsoring experimental projects for the purpose of trying out ideas and developing experience upon which to base general and specific suggestions for the future development of educational programs in institutions.
7. Stimulation of institutional workers for the achievement of better results from their activities.
8. Consultations and conferences with institutional heads.
9. The dissemination of information to the public relative to the needs of institutions.

10. Holding regular meetings of the Commission during which discussions centered around the problems upon which the Commission members were at work.
11. Carrying on special projects and study by committees.¹

The most telling results of the work of the Commission have been brought about through experimentation. The programs at Elmira and Wallkill have served as indications of the possibilities in other institutions. The men who were trained through these experiments have become part of the regular administrative staff of the New York State Department of Correction, and in that capacity have been instrumental in carrying to the other institutions the information and techniques developed in the original experiments. The Commission has made it possible for the Governor to include important items in his state budget with the assurance that they represented features of prison administration that had been proved sound by careful experiment. These recommendations have resulted in the organization of an educational division in the Department of Correction, thus establishing one of the first such divisions in the Country.

The task of stimulating public opinion rests first upon an adequate technique of transmitting to a large number of people, somewhat vaguely defined as the public, a certain amount of information some of which is fairly technical. The information must be imparted accurately, fairly, and without sensationalism. It must be information and not propaganda. It must give facts, not fancy. The sensation and the fancy have been prevalent enough in the press. It would seem desirable that a department of correction should have at its service someone competent to translate technical details and statistics into the language of the newspaper and magazine for the enlightenment of the public. Such information could be as impartial and enlightening as that now offered by many other governmental departments.

There is a tendency among groups interested in a particular movement to confine their writing to publications which reach only their own group. The taxpaying public seldom sees the voluminous reports and statistical publications issued in highly specialized fields. Furthermore, such reports and publications are often so technical or so ponderous, that the average man will spend neither

¹Report to His Excellency Governor Herbert H. Lehman. The Commission for the Study of the Educational Problems of Penal Institutions for Youth. Legislative Document 71. Albany, N. Y., pp. 29, 30.

the time nor the effort to glean significant facts from them. The average man on the street, in the last analysis, is the most important man to reach. His information on any subject determines how he will vote.

Books written for public consumption are probably more important avenues for general publicity than the more highly technical committee report. The wide appeal and extensive sale of such books as "Twenty Thousand Years in Sing Sing" by Warden Lawes is an example of the type of publication that actually reaches the average reader and creates a receptive public attitude. Noteworthy indeed is the fact that the Bureau of Publications of Teachers College, Columbia University, has recently issued "The Training of Prison Guards in the State of New York" by Dr. Walter M. Wallack; "The Organization and Teaching of Social and Economic Studies in Correctional Institutions" by Dr. Glenn M. Kendall; "Education Within Prison Walls", by Wallack, Kendall and Briggs and "The Administration of Personnel in Correctional Institutions in New York State" by Dr. D. Ross Pugmire.

Radio and motion pictures dealing with prison problems have had a tremendous public appeal, but extreme vigilance should be exercised to prevent such programs from providing incentives and patterns to the adolescent who may be tempted to seek either a thrill or easy money. An effort should be made to utilize these fields of publicity and to create desirable public attitudes in young and old.

It often happens that in public or even private business the various activities become so highly departmentalized that one group does not know what the others are doing—and sometimes does not care. Each works independently and conscientiously but fails to see the whole picture. The result is misunderstanding, inefficiency, and inevitably unjust criticism. This can and does occur in penal systems. From police to the prosecuting attorney to the court to the prison to the parole officer is a continuous path for any single prisoner, but for the men and women administering them, each of these agencies is a complete entity which discharges its man at the same time it discharges its specific duty. Cooperation, coordination, continuity, understanding are necessary if the criminal is to be rehabilitated instead of just "put away". So, it is highly desirable that wherever there are meetings of associations of district attorneys, of justices of the peace, of sheriffs, of magistrates, of police chiefs, or other public officers, there should

be discussion of the problems of the prisons and especially of the whole delinquent in the whole economic and social situation. Such wider knowledge will result not only in the saving of the man but in the protection of society itself.

Public school officials are frequently in a better position to propagate accurate information relative to matters of national social significance than any other group. In fact they are under constant pressure from every type of propaganda agency, both good and bad. It is therefore important that an effort be made to keep local, state and national school groups informed in regard to the current objectives of correctional education. Much significance attaches to the fact that, for the past three years, the Department of Superintendence, now the American Association of School Administrators, has made provisions on its programs for discussions on the responsibility of the school man for the delinquent and the criminal. Last year, the panel discussion held in the ballroom of Haddon Hall at Atlantic City aroused much attention and resulted in the request on the part of the large audience that a similar program be held each year. On the panel were: William E. Grady, Associate Superintendent of Schools, New York City, *Chairman*; James Marshall, President of the New York City Board of Education; Lewis E. Lawes, Warden of Sing Sing Prison; Edward P. Mulrooney, New York State Commissioner of Correction; N. L. Engelhardt, Professor of Education, Teachers College Columbia University; John A. Sexson, Superintendent of Schools, Pasadena; John W. Studebaker, United States Commissioner of Education; Harry Elmer Barnes, Educator and Writer; Austin H. MacCormick, New York City Commissioner of Correction; Walter M. Wallack, Director of Education of the New York State Department of Correction; William J. Ellis, Commissioner of Institutions and Agencies, Trenton, New Jersey; and Thomas W. Hopkins, Assistant Superintendent, Jersey City. On March 1 of this year, at Cleveland, the writer presided over an evening session at which the speakers were: Mayor Harold H. Burton of Cleveland; James A. Johnston, Warden of the United States Penitentiary, Alcatraz; and Austin H. MacCormick, Commissioner of Correction, New York City. To have the topic of "The Challenge of Crime" made a matter of discussion before such representative audiences of school men means that the majority returned to their respective communities in a critical attitude regarding the work of the schools.

One of the most potent, yet least recognized, influences upon public opinion is the character of the personnel carrying on an activity. The public schools are judged largely in the light of the impressions which teachers make upon people in their everyday business, civic, and social relationships. If they are prim and prosaic, they give the impression that the instruction must be old-fashioned and impractical. If they are alive, wide-awake, up-and-coming, then people are likely to feel that the work in the classroom is also alive, and wide-awake and up-and-coming. The same holds true of the prisons. As long as the public thinks of prison wardens and guards as tough, club-swinging employees, and of prison teachers as unsuccessful public school teachers or as smarter convicts, then it will not conceive of the prison as an institution for rehabilitation. The entire prison personnel, in its mingling with the general public, can stimulate a wide and effective interest in the whole problem of the prisons. The well-planned and excellently executed courses for the training of guards and the intensive upgrading and constructive supervision of teachers in the New York State prisons have both been an indirect, but undoubtedly powerful influence upon the public opinion.

Ideally, the result of the work of a public agency will be so obvious that the public can judge for itself. Often this is what happens and the judgment is fair enough. However, the work of the prisons certainly does not make itself known automatically. Ignorance of modern objectives and progressive methods in prison work is not only widespread but buttressed in prejudice. The very nature of the institution cuts it off from society, and when the inmates do come out into society they suffer from restrictions, from stigma, and from sensational publicity that readily distort the situation and make a false impression upon the uninformed. Therefore, it is not only legitimate but imperative, that every means be taken to make the public conscious of what is being done not only for the saving of individuals but for its own protection.