

1945

Current Notes

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CURRENT NOTES

V. A. Leonard (Editor)

War Department Creates Correction Division—The War Department on September 11, 1944, established a Correction Division in the Office of the Adjutant General to coordinate and standardize the rehabilitation and control of all military prisoners. (Military prisoners are not to be confused with prisoners of war who are under the jurisdiction of the Provost Marshal General. Military prisoners are those who have been convicted of offenses under the Articles of War.) The new agency has staff jurisdiction over the Army's disciplinary barracks, rehabilitation center, post stockades and guardhouses, as well as installations for the detention and rehabilitation of general and garrison prisoners in overseas theaters of operation.

Under Secretary of War Robert P. Patterson sponsored the proposal to activate a strong, centralized system and was assisted in developing and establishing the new organization by Austin H. McCormick, consultant to the Under Secretary of War and Executive Director of The Osborne Association, Inc. Colonel Marion Rushton, Administrative Officer in the Office of the Under Secretary of War, was named Director of the Division.

"The mission of each detention and rehabilitation establishment," said the Under Secretary in commenting on the newly created Correction Division, "is to restore to honorable status in the Army those prisoners who demonstrate their fitness for further service, and to provide those to be discharged because of their unfitness a program of training which will help them to meet more successfully the duties and obligations of good citizens. All prisoners believed at the time of sentence to be reclaimable are sent to rehabilitation centers. Prisoners suffering from mental or neurological disorders, as well as intractable offenders and those convicted of the more serious offenses, are committed to the disciplinary barracks or one of the Federal prisons. At each place of confinement the individual capacities, skills, potentialities, and needs of the prisoner are studied. Those considered to be restorable engage in a program of intensive military training designed to meet the demands of military service. Upon restoration, each soldier is classified and assigned to duty according to his previous experience and military skills."

At present the War Department operates ten institutions for general prisoners in the United States, including two maximum-security and two medium-security disciplinary barracks, and six rehabilitation centers. Two additional medium-security disciplinary barracks are being activated. A Board of Consultants composed of civilian authorities in the correctional field is being established to assist the Correction Division in establishing and maintaining high standards. Military personnel with successful civilian experience in correctional work are being assigned in increasing numbers in the institutions and at headquarters. Administrative offices are located in the Pentagon Building, Washington, D. C.

New Federal Project for Treatment of Juvenile Offenders—The Office of the Attorney General announced recently that a camp for Federal juvenile offenders between 16 and 18 years of age will be opened near Greenlee, Rockbridge County, Virginia, in buildings formerly occupied by the Civilian Conservation Corps in Jefferson National Forest. According to the Attorney General, the camp project, which is being established with

the cooperation of the U. S. Forest Service, is an innovation in the Federal program. Although several adult camps are now operated by the Federal Bureaus of Prisons, this will be the first such unit developed for youthful offenders. Boys assigned to the camp will have been committed to the custody of the Attorney General by the U. S. District Courts for training and treatment, and boys will be selected for the camp on the basis of their reliability and their ability to benefit from a camp program.

Director James V. Bennett of the Federal Bureau of Prisons, who will have direct supervision of the camp, has expressed the belief that the training received by the youths on conservation projects and in the other aspects of camp life will make an important contribution to their rehabilitation. Initially, the camp will accommodate approximately sixty boys, who will be assigned to a variety of forestry projects, including trail building and maintenance, roadside stabilization, construction of fire brakes, forest fire protection and general forestry improvement. In addition to the forestry program, a well-rounded educational and recreational program will be developed. The camp will be under the direction of Mr. Raymond M. Larkin, who for six years was an educational adviser in the CCC program, and who more recently has been a member of the staff of the Federal Correctional Institution at Ashland, Kentucky. Mr. Larkin will be assisted by a staff especially qualified for leadership and guidance of delinquent youth.

Can Prisons Be Measured?—In a recent article, *A Yardstick for Measuring Prisons*, Mr. James V. Bennett, Director of the Federal Bureau of Prisons, presents a rating scale for the appraisal of prison management. His yardstick for measuring prisons has five feet instead of the customary three: (1) the men who run the prison, (2) the underlying prison philosophy, (3) the plant and equipment, (4) the methods employed, and (5) the result. The following brief summary of his analysis indicates the manner in which each factor may be applied.

Personnel. The qualifications required, training, manner of appointment, tenure and attitudes of the personnel are the significant parts of this important measure. By and large, if the men who administer a prison are of "high calibre", it follows that the philosophy behind them will most likely be sound and the results of their efforts will be good in terms of prisoner morale and reformation. A prison worker must possess the capacities of physical strength, courageousness, self-reliance, and honor, assembled in him as latent power. Next is the possession of a certain perspective on life, a point of view that understands the cause-and-effect nature of things, that appraises happenings with latent strength but calm exterior. The modern prison worker needs something of the pioneering spirit, a type of versatility and restlessness that begs him on in other related endeavors to do new things with his hands and to think in new realms with his mind. His educational preparation should be as broad in formal study and stimulating in character as his particular job demands but it must be remembered that the best education is self-propelled and occurs before and long after the student has left the classroom. The men must be properly placed. One way to take the measure of a prison is to ask to see the organization chart, note when it was last revised and see whether it conforms to good business principles. While not every \$10,000 man is worth twice as much as every \$5,000 man; nevertheless, the worth of a man is apt to be in proportion to his pay since the best paid positions naturally attract the best men. If their pay is adequate, they are more apt to be the kind of men who will handle their jobs adequately.

The Philosophy of the Prison. Safe custody is the first duty which the courts place upon the prison officer, and any prison program must be measured for safe custody of its prisoners. This includes not only the physical means provided in walls and gates, arsenals, and distribution of guards. It must go further to include strategy and disposition of forces in case of escape or disturbance within the institution. But when this has once been established, then custody should assume its proper place as a basic element and not as the only element in the prison program. In a proper prison program safe custody must be assumed, so we can determine to some extent the efficiency of a prison by counting the number of men who escape annually.

Many routine prison functions must be geared to mass treatment and properly so for the sake of economy and smooth routine. How this is related to individualized treatment and needs, how it is achieved, and how much it costs, are all-important. A prison philosophy in the year 1944 is something more than a fine adjustment between the custodial and the rehabilitative, between mass and individualized treatment. It is something more than the application of a proper religious, educational, industrial, or medical program. We are coming to realize more and more that the function of the prison is more diagnostic than therapeutic. Instead of regarding the prison as the beginning and end of the process of dealing with criminals, it is clear that it is only one link in a long correctional chain which may begin with probation and which surely includes many elements of community supervision. Failure to recognize this means that a prison institution assumes a burden which it cannot carry because it does not have either the facilities or the personnel to meet the many individual needs of many prisoners. The degree to which these limitations are recognized and the degree to which other social agencies supplement the work within prison walls, is an important measure of the soundness of the philosophy behind the prison program.

The Plant. No one architectural model can be recognized as standard in modern penology. It should be related to the population which it serves, the men who run it and the philosophy behind it, as well as the program it seeks to maintain, and the results it desires. It should be capable of safely confining the prisoners, and we must depend more upon brains and less upon bars, to achieve this end. It should be simple, functional and economically built. Some prisons built in recent days of tool-proof steel, high walls and a hundred mechanical gadgets have cost as much as \$10,000 per man, which is more expensive than a modern hospital. These are as outmoded as the Auburn cell block. The modern prison should provide an architecture and facilities capable of applying the newer principles of classification and individualization, with housing facilities of varying degrees of security. Thus, as a prisoner progresses he may be graduated from one type to another. No prison is complete without a library, an auditorium, a chapel, a hospital, schools and diversified shops. All of these are needed for a program of individualized treatment.

The Methods Employed. After the men, philosophy and plant have been measured, it is important to know the methods for maintaining the institution program. In the last analysis, only two types of rules distinguish prison life from that on the outside: those which prevent escape and control contraband. Otherwise, most of the rules which govern a prison can be classified as non-penal and purely routine in character, not unlike those which would apply to any situation in ordinary life where many men attempt to live together in close quarters. The measure of a good prison

in this respect lies in the emphasis which is placed upon these two types of regulations—penal and non-penal.

Beyond the rules and regulations which govern a prison lie three important measures. The first has to do with the maintenance of decent routine. Is the institution clean? Is clothing in good order? Is the food palatable? Are light, air, sanitation, and safety given proper attention? Is a reasonable but frugal regard for human comfort maintained? The second essential measure of a proper prison program are the conditions which make for normal and reasonable living over and above the minimum standards of a decent routine.

In addition, modern prison administration must go further than this and include in its program definite measures for reducing the criminality of its prisoners. This is the toughest test of all. How does one reduce the tendency to murder, steal, or rape? These are problems which even wise men cannot answer, yet this is undoubtedly the aim of the penitentiary system and must be faced. No one denies the efficacy of religion, discipline, instruction, or trade-training in meeting some of the factors which lead to criminality, but it is clear that these alone will not solve the problem. Research has made it clear that the motivations and compulsions in human behavior flow from a multitude of causes. Even where the cause cannot be dealt with, human behavior may be conditioned by many things affecting the situation, personality, physical health, education, discipline and character of the individual. The prison should provide those means and influences which develop the abilities and mental background necessary to reformation.

The Results. As one reads the annual reports of prisons and reformatories, the impression is gained that the chief accomplishments are measured by the buildings constructed, land reclaimed, goods produced, and "activities" carried on. Only once have I seen a report which listed the cases of men released from prison during the year with some attempt to evaluate the progress made by each individual and the chances for future adjustment. Yet it is obvious that the whole prison system must be evaluated in terms of the ultimate human product. Concretely, these human products are of two kinds: (1) the morale and attitude of the men currently confined in any institution, and (2) the performance of these men while in the institution and after release. These are the two most significant measures of a successful prison. Too little is known concerning post-prison results but they are the measure by which the whole program must be tested.—Federal Probation April-June, 1944.

University Training of Prison Personnel—During the administration of Mr. Richard A. McGee as President of the American Prison Association the editor of Current Notes was presented with the opportunity of conferring with him on several occasions concerning the development of a program for the university training of prison workers. The primary objective of these conferences was to explore the possibilities of an undergraduate curriculum, supplemented by at least one year of graduate work, which would provide a basic educational background and orientation for the individual ambitious to embark upon a professional career in the field of penal administration. A secondary objective was to develop a program which with some modification might be instituted in any accredited American college or university. These conferences took into consideration the recommendations of the Committee on Personnel Standards and Training of the American Prison Association, which were submitted during the 72nd Con-

gress of this organization in 1942. The results of this joint study, which extended over a period of two years (1942 and 1943), are embodied in the tentative five year program outlined below.

Freshman Year

<i>First Semester</i>	<i>Second Semester</i>
General Administration of Justice	Police Organization and Administration
English Composition	English Composition
Human Physiology	Adv. Human Physiology
Introduction to Sociology	Animal Biology
American Government	Social Problems
Military Science	Military Science
Physical Education	Physical Education

Sophomore Year

<i>First Semester</i>	<i>Second Semester</i>
Personnel Administration	Public Administration
Introd. to Literature	Introd. to Anthropology
General Psychology	Applied Psychology
Hygiene and Public Health	Elementary Human Anatomy
Principles of Economics	Public Speaking
Military Science	Military Science
Physical Education	Physical Education

Junior Year

<i>First Semester</i>	<i>Second Semester</i>
Introd. to Criminology	Criminal Investigation and Identification
Introduction to Law	Criminal Law & Procedure
Principles of Accounting	Introd. to Penology
Group Behavior	Social Psychology
Institution Organization and Administration	Mental Hygiene
Defense Tactics	First Aid

Senior Year

<i>First Semester</i>	<i>Second Semester</i>
Genetics	Crime Prevention
Sociology of Adjustment	Juvenile Delinquency
Introduction to Social Work	Parole and Probation
Social Statistics	Abnormal Psychology
Ethics	Principles of Management
Production Administration	Mental Measurements

Graduate Year

<i>First Semester</i>	<i>Second Semester</i>
Institutional Administration	Adv. Inst. Administration
Social Case Work	Social Case Work
Psychiatric Information	Medical Information
Public Welfare Organization	Methods of Social Research

Thesis—Original investigation of some specific problem in the prison field.

The objectives of this program were conceded to be: (a) to give the student a broad educational background in conjunction with basic preparation for a career in this field; (b) to develop the qualities of leadership, and (c) to foster ideals of professional achievement in the public service. The proposed program provides for the exercise of considerable care in the

selection of applicants for admission to the penal curriculum. In addition to the general requirements for admission to college or university, the student must possess certain basic qualifications for this field of service, including a commendable scholastic record in high school, robust health and mental balance plus the intelligence and aptitude required for success as a prison worker. At the time of admission, the applicant is required to take a comprehensive entrance examination and pass with a superior score. Furthermore, each year of the undergraduate period is to be regarded as part of a screening process to eliminate the individual who passes the entrance examinations successfully but who later for one reason or another proves unsuitable for further preparation in this field. A rigid character investigation is provided for in each case.

In terms of causation, prevention and treatment, the curriculum attempts to give the student an insight into the physiological and psychological aspects of human behavior. He becomes familiar with the viewpoints of the psychiatrist. His work includes a study of the biological, pathological and legal aspects of crime and delinquency, and appropriate attention is given to the approach of the sociologist. Superimposed over this program are the professional courses which provide the background and orientation toward the problems at hand in the student's chosen field. The subjects included in the five year program are based upon courses of study now available at the State College of Washington, Pullman, Wash., with the exception of the units entitled, "Institutional Administration", scheduled for the fifth year.

Systematic internship was considered to be an integral part of the proposed training program. At the end of the spring semester each year the student reports to the Supervisor of Institutions for assignment during the summer months to some point in the state prison system. This plan contemplated rotation to various points in the organization, affording the student an opportunity to supplement his academic program with practical experience and training in the central administrative offices of the system, in penitentiaries, reformatories and other institutions. Placement was considered to be automatic following graduation, with starting remuneration computed upon the basis of four years seniority in the state prison system.

As an introductory effort, the proposed program must of necessity be regarded as purely tentative in character. It will require further attention and study. Much yet remains to be done to the end that the technical training requirements of prison administration may receive the same university recognition accorded other professions.
