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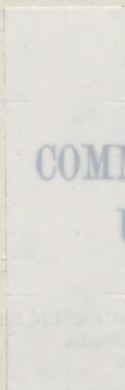
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# PRISONER WORK RELEASE

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## HEARING

BEFORE

A SPECIAL SUBCOMMITTEE

OF THE

COMMITTEE ON THE JUDICIARY

UNITED STATES SENATE

EIGHTY-NINTH CONGRESS

FIRST SESSION

ON

### S. 1808

TO AMEND SECTION 4082 OF TITLE 18, UNITED STATES CODE, TO FACILITATE THE REHABILITATION OF PERSONS CONVICTED OF OFFENSES AGAINST THE UNITED STATES

JULY 29, 1965



Printed for the use of the Committee on the Judiciary

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PRISONER WORK RELEASE

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OF THE

COMMITTEE ON THE JUDICIARY

UNITED STATES SENATE

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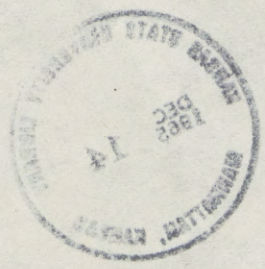
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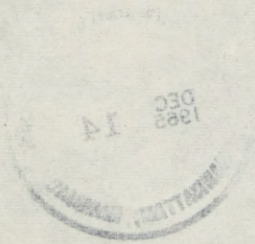
## CONTENTS

---

	Page
Statement of—	
James V. Bennett, American Bar Association, former Director of the Bureau of Prisons.....	21
Hon. Nicholas deB. Katzenbach, Attorney General of the United States, accompanied by Myrl E. Alexander, Director of the Bureau of Prisons.....	7
George W. Randall, director of prisons, North Carolina Prison Department.....	16
Statement submitted by—	
Hon. Sam J. Ervin, Jr., a U.S. Senator from the State of North Carolina.....	5
Hon. Roman L. Hruska, a U.S. Senator from the State of Nebraska..	4

### EXHIBITS

Copy of S. 1808.....	1
Editorial dated May 27, 1965, from the South Omaha Sun entitled "The Hruska-Long Bill".....	25
Article, "Halfway Houses for Delinquent Youth," by Kenneth S. Carpenter, inserted by Senator Hruska.....	26
Article, "A Boston Halfway House," by James V. Bennett, inserted by Senator Hruska.....	32



CONTENTS

1887

1888

1889

1890

1891

1892

1893

1894

1895

1896

1897

1898

1899

1900

1901

1902

1903

1904

1905

1906

1907

1908

1909

1910

1911

1912

1913

1914

1915

1916

1917

1918

1919

1920

1921

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## PRISONER WORK RELEASE

THURSDAY, JULY 29, 1965

U.S. SENATE,  
AD HOC SUBCOMMITTEE OF THE  
COMMITTEE ON THE JUDICIARY,  
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:30 a.m., in room 2228, New Senate Office Building, Senator Edward V. Long of Missouri (chairman of the subcommittee) presiding.

Present: Senators Long, Burdick, and Hruska.

Also present: Francis C. Rosenberger, professional staff member.

Senator LONG. The committee will be in order. The hearing this morning has been called on Senate bill 1808, to facilitate the rehabilitation of prisoners convicted of offenses against the United States. At this point I would like for a copy of the bill to be printed in the record and so order it without objection.

(The document referred to follows:)

[S. 1808, 89th Cong., 1st sess.]

A BILL To amend section 4082 of title 18, United States Code, to facilitate the rehabilitation of persons convicted of offenses against the United States

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That section 4082 of title 18, United States Code, is amended to read:

**“§ 4082. Commitment to Attorney General; residential treatment centers; extension of limits of confinement; work furlough**

“(a) A person convicted of an offense against the United States shall be committed, for such term of imprisonment as the court may direct, to the custody of the Attorney General of the United States, who shall designate the place of confinement where the sentence shall be served.

“(b) The Attorney General may designate as a place of confinement any available, suitable, and appropriate institution or facility, whether maintained by the Federal Government or otherwise, and whether within or without the judicial district in which the person was convicted, and may at any time transfer a person from one place of confinement to another.

“(c) The Attorney General may extend the limits of the place of confinement of a prisoner as to whom there is reasonable cause to believe he will honor his trust, by authorizing him, under prescribed conditions, to—

“(1) visit a specifically designated place or places for a period not to exceed thirty days and return to the same or another institution or facility. An extension of limits may be granted only to permit a visit to a dying relative, attendance at the funeral of a relative, the obtaining of medical services not otherwise available, the contacting of prospective employers, or for any other compelling reason consistent with the public interest; or

“(2) work at paid employment or participate in a training program in the community or voluntarily serve a public or nonprofit agency, while continuing as a prisoner of the institution or facility to which he is committed.

“(d) The willful failure of a prisoner to remain within the extended limits of his confinement, or to return within the time prescribed to an institution or facility designated by the Attorney General, shall be deemed an escape from the

custody of the Attorney General punishable as provided in chapter 35 of this title.

"(e) The authority conferred upon the Attorney General by this section shall extend to all persons committed to the National Training School for Boys.

"(f) As used in this section—

"the term 'facility' shall include a residential community treatment center; and

"the term 'relative' shall mean a spouse, child (including stepchild, adopted child, or child as to whom the prisoner, though not a natural parent, has acted in the place of a parent), parent (including a person who, though not a natural parent, has acted in the place of a parent), brother, or sister."

SEC. 2. The chapter analysis of section 4082 of title 18, United States Code, is amended to read:

"Sec. 4082. Commitment to Attorney General; residential treatment centers; extension of limits of confinement; work furlough."

SEC. 3. Sections 751 and 752 of title 18, United States Code, are amended by inserting the words "or facility" following the word "institution".

Senator LONG. On April 23, 1965, Senator Hruska and I joined with a number of our colleagues in and introduced Senate bill 1808, a bill which was recommended by the administration and which was referred to the Senate Judiciary Committee. On May 11 the committee chairman appointed this subcommittee to consider the measure. On July 22, notice of this hearing was published in the Congressional Record.

Mr. Francis Rosenberger, a member of the committee staff, the gentleman here to my right, is serving as counsel to this subcommittee.

The members of the ad hoc subcommittee have a special interest in the bill under consideration today. As members also of the Subcommittee on National Penitentiaries we have in our last two annual reports urged the development of this legislation. Further, the reports filed with the subcommittee by the individual members, following inspection trips to Federal institutions, have almost invariably commented upon the potential value of the proposed work-release procedures in the rehabilitation of offenders.

Each of us has observed the requirement for more flexibility in the correctional treatment of offenders, particularly during the crucial period of readjustment from institution to community life. As matters now stand, most prisoners are released abruptly to the community, whether by parole or expiration of their sentences. They are immediately confronted by a staggering array of problems—personal, financial, food and shelter, and so on. Many ex-prisoners manage to stay out of trouble despite these obstacles. But many of them do not.

This bill is intended to help more ex-prisoners get successfully through this difficult transitional period. We believe that it is in the best interests of society to help them in their efforts to avoid sinking back into criminal behavior.

The provisions of the bill are based in large part on the experience with the prerelease guidance centers that have worked out so well in Los Angeles, Chicago, Detroit, and New York City. Members of this subcommittee have visited these centers, and know from personal observation how valuable they have been in getting young people started on the right path after being released from Federal institutions.

The bill would extend similar programs—the community center, the privilege of working for a wage in private industry, and the privilege of going home for a brief visit when compelling reasons such as death or critical illness exist—to adult prisoners who have demonstrated their readiness and fitness for such trust.

Many of the States have already adopted one form or another of the work-release plan. North Carolina has made perhaps the most ambitious use of the idea and for that reason we have invited Mr. George W. Randall, director of the State prison system, to testify on his experience with it.

My own State of Missouri, I might point out, has a work-release plan with many desirable features. The privilege may be extended to select prisoners who have been convicted of virtually any type of crime but who are serving their sentences in jail rather than the State penitentiary. As with the bill before us today, Missouri's statute authorizes work release for such additional purposes as attending educational institutions, obtaining medical treatment, and visiting prospective employers for prearranged interviews.

Another witness that we are pleased to have with us today is our old friend, Jim Bennett. While he is representing the American Bar Association, he is highly qualified to comment on the bill in his own right. His connection with the U.S. Bureau of Prisons over the past 35 years is well known to all of us. Also, it was during his last year or so as Director of the Federal Prison System that we began working with him on the development of S. 1808.

I am delighted to know that the new director, Myrl E. Alexander is highly enthusiastic about the measure and has made its realization the primary objective of his first year in office. That he has the full backing of the Department of Justice in this objective is attested by the presence today of Attorney General Nicholas deB. Katzenbach as our first witness.

The value of the bill seems underscored by the fact that the President has included it in the legislative package he has requested to equip the Federal Government for a stepped-up fight against crime in this country. I am sure that the members of this subcommittee share the President's deep concern over the problem and concur with him in the judgment that S. 1808 is one of the many resources needed in the national commitment to reduce crime.

I am confident that this subcommittee will give prompt and sympathetic consideration to S. 1808.

Senator BURDICK, do you have any comments?

Senator BURDICK. Mr. Chairman, I think you outlined the situation very well.

Senator LONG. Senator Hruska?

Senator HRUSKA. Mr. Chairman, I am gratified that prompt action is being taken to advance this bill on the calendar of the legislative program. I do have a statement here which I would have inserted into the record at this point. I shall not impose on the time of the committee or the witnesses. I would like to add my welcome to that which you extended, Mr. Chairman, to this very fine list of witnesses, the Attorney General, accompanied by Mr. Myrl Alexander, present Director of the Federal Bureau of Prisons, also the emeritus director, Mr. Bennett, who is now in a new role representing the American Bar Association. And, of course, Mr. George Randolph, of North Carolina, whose testimony I am looking forward to with great interest because of the experience of that State in this same field.

So I thank you, Mr. Chairman, for this opportunity to make this brief statement and I hand the reporter here with a copy of my remarks that I would otherwise make.

Senator LONG. Thank you, Senator; without objection, Senator Hruska's statement will be included in the record at this point.  
(The document referred to follows:)

STATEMENT OF SENATOR ROMAN L. HRUSKA ON S. 1808

Mr. Chairman, as a cosponsor of S. 1808, the work release bill, I am pleased with the prompt action which you have taken on this bill. In my opinion, the work release concept can represent a significant milestone in the Federal correctional procedures.

Briefly, the bill we have before us today would give the Federal prison system the authority to extend to certain carefully selected prisoners the privilege of taking private employment in the community, of going home briefly if an emergency occurs, or of serving at least the concluding portions of their sentences in community centers similar to the "halfway houses" now provided for juveniles and youths.

This bill provides Federal correctional officials with a new set of tools in their important work and with the authority needed to achieve a necessary flexibility in dealing with the rehabilitation of prisoners.

The bill contains three major provisions:

First, it gives the Attorney General the authority to commit or transfer selected prisoners to residential community treatment centers, commonly called halfway houses.

Second, the Attorney General could grant brief periods of leave under emergency conditions or for purposes related to release preparation.

Third, the Attorney General may permit prisoners to work in private employment or to participate in community training programs while continuing as inmates in and under the supervision of the institution to which they have been committed.

Mr. Chairman, in reviewing the testimony of the Attorney General before the House Judiciary Committee, I was impressed by the significant help that the halfway house can be in decreasing the rate of recidivism. The limited Federal experience indicates that there was a dramatic 20 percent drop among those who had the benefit of this program.

Impressive, too, was the fact that more than 90 percent of those released from Federal institutions make an honest attempt during the first weeks after their release to find legitimate employment. But just as impressive is the cold statistic that, lacking the kind of help proposed in this bill, one out of two return to prison.

On July 26, the Department of Justice released the FBI's annual publication, the Uniform Crime Reports, 1964. The report summarizes the result of a special 2-year study conducted by the FBI of the criminal records of almost 93,000 offenders. These records disclosed that 76 percent of these offenders had been arrested at least twice. By age group the overall rate of recidivism for those under 20 revealed 47 percent had been arrested more than once. For those between 20 and 24 the rate increased to 69 percent. From the 25 to 29 age group the rate increased to 79 percent and then leveled off at about that figure for other age groups.

These figures apply, of course, to all former prisoners, not just those in the Federal penal system. For Federal prisoners, the rates are somewhat lower, as I have previously indicated. However, the inescapable fact still remains. Something must be done to prevent these careers in crime from becoming the way of life for those who have run afoul of the law.

The testimony of the Attorney General also revealed that State experience with the work release programs has been successful. We will hear this morning from Mr. George Randall, director of prisons for the State of North Carolina. I will be interested to learn the details of how work release achieved a reduction of 2,000 in the State's prison population for the few short years it has been in operation.

My firsthand observations of the dedicated men who operate the Federal correctional system lead me to believe that they are competent to properly handle this authority. They have the professional training and experience to use it expertly. They now make similar decisions, using individualized studies and procedures to screen prisoners for assignment to open camps and for minimum custody assignments at various institutions. I have seen scores of prisoners working in positions of trust that are fully comparable to the situations contemplated by the bill.

As a member of the National Penitentiaries Subcommittee, it has been my privilege and I have felt it was my responsibility to visit most of the institutions of the Federal prison system. Some I have visited more than once. I know their personnel, their programs, and their budgets. I feel fairly well qualified therefore to state that the additional controlled discretion that S. 1808 provides in the treatment of Federal offenders will be in good hands.

The Bureau of Prisons has already demonstrated in its programs for juveniles and youths that the provisions similar to those in S. 1808 can assist in the prevention of further criminal behavior. There is no reason to believe that it will not work in the case of adult prisoners as well.

It is my hope that these hearings will build a solid record to which the Congress will respond by enacting S. 1808 promptly and provide these needed treatment measures for adult offenders who show promise of rehabilitation. I am confident that the results will be of great benefit to law and order in the United States.

This morning we are privileged to have some new faces appearing before our subcommittee. Mr. Attorney General, I join the chairman in welcoming you to our hearings.

Mr. Alexander, although you are not a stranger to the members of this subcommittee by any means, I believe it is the first time you have appeared before us in your new capacity. We wish you well in your new assignment. I believe it is safe to say that you can count on continued interest and support from all of us here to carry on your important work.

Mr. Bennett, again we welcome an old and trusted friend but today in a new role. I understand that you are now a representative for the American Bar Association. As usual, we will listen with great interest to your sage counsel and advice.

Mr. Chairman, I was pleased to hear that the Judiciary Committee of the other body, meeting in executive session last Tuesday, has agreed to report favorably the work release bill. It is my hope that Senate action will be expeditious and favorable. We have before us an important measure which has broad-based bipartisan support in the Senate. I am happy to be able to do what I can to see that the bill becomes law.

Senator LONG. Also, the chairman has here a statement from Senator Sam J. Ervin, Jr., of North Carolina. Without objection I would like to have it printed in the record at this point.

(The document referred to follows:)

STATEMENT OF SENATOR SAM J. ERVIN, JR., ON S. 1808

Mr. Chairman, I wish to commend you for calling early hearings on S. 1808, and appreciate very much the opportunity to express my views on this worthwhile measure. Because this bill offers effective and tested techniques in the rehabilitation of persons convicted of Federal crimes, it was a source of great satisfaction to me when I joined you and Senator Hruska in sponsoring this very realistic legislative proposal.

I am distinctly proud that this subcommittee is now considering the passage of a reform measure which has proved so successful in my home State of North Carolina.

This bill is designed to facilitate the rehabilitation of persons convicted of offenses against the United States. It promises a sound answer to an inquiry, recently posed by the President, to find correctional programs which could prevent a first offender from embarking on a career of crime.

Certainly the most important goal to be achieved by S. 1808 would be to duplicate what has been accomplished through the Federal halfway houses and State work release programs; namely, diminishing the likelihood among inmates to return to a pattern of criminal behavior.

This measure, before you today, gives the Attorney General the authority to commit or transfer prisoners to residential community centers. This authority extends to inmates of Federal penitentiaries the treatment and counseling comparable to those now provided youth offenders in Federal halfway houses. The halfway house concept has been proven to be an important rehabilitative concept since its introduction into the Federal prison system, almost 4 years ago.

Mr. Chairman, the most critical decisions—the decisions involving employment and residence, for example—are made by prisoners soon after their release. Statistics show that the choice and temptation to return to a life of crime occur after a passage of several weeks in the greater majority of releasees. By providing a

period of terminal confinement, inmates may receive a gradual orientation to the best means of coping with their problems in outside life. Here, more importantly, they can receive intelligent and conscientious counseling in the conduct necessary to embark and attain a productive, lawful life in a free society.

Another provision of the bill, subsection (c)(1), would authorize emergency leave and release preparation leave for inmates. Under emergency conditions, such as the death of the inmate's wife, or for purposes related to preparing the inmate for his subsequent release, the Attorney General can grant brief periods of leave. Leave is now granted in seven States to allow an inmate to seek employment. Seven States grant inmates leave to conduct their own business, profession, or housekeeping. Four States grant periodic leave for prisoners to attend school; four other States release inmates for medical treatment. As noted by the senior Senator from Nebraska, Mr. Hruska, rehabilitation leave has already been incorporated into the prison systems of 10 States and several European nations.

A singularly important provision of the bill would permit prisoners to work in private employment or to participate in community training programs while still inmates of the institution to which they have been committed. Most Americans lose sight of the fact that 97 percent of our prisoners will some day be released. It is critical, therefore, that when these people are eventually released, they be able to obtain gainful employment, regain their self-respect, and be fully equipped to make a contribution to society.

I am quite sure that this subcommittee will benefit from the testimony of Director George Randall of the North Carolina State Prison System, but I would like to refer to something he was quoted by the New York Times on August 18, 1963, as having said of the work-release program:

"\* \* \* As a dollar and cents proposition, it's a good thing for the taxpayer, but there's also the humanitarian aspect.

"Under the old concept, prison was supposed to degrade a man—the ball and chain, stripes, things like that. Now we try to build him up. When a man supports his family, it gives him a degree of self-respect and is helpful in rehabilitation.

"You can't put a dollar value on giving a man hope and restoring him to the community with a chance."

Under the work-release provision of this bill, these considerations alluded to by Mr. Randall would become more meaningful.

As you well know, Mr. Chairman, we have been making great strides with a comparable work-release program in North Carolina. In operation in North Carolina since 1957, the work-release applies to the entire State on an optional basis with each eligible inmate.

The program includes misdemeanants and felons with sentences up to 5 years. At present there are nearly 1,000 inmates, including misdemeanants and felons, in the program. Apart from promoting prisoner rehabilitation, this program—because fewer former prisoners return to a life of crime and prison—has saved the taxpayers of North Carolina about \$800,000 annually.

The North Carolina program is designed primarily for inmates who are employed by a company or an individual willing to retain them under this plan. Indeed, the evidence shows that in North Carolina and Wisconsin, where the work-release idea was first conceived, prisoners under the release programs are usually those who were employed before or at the time of sentencing.

Less than 12 percent of all the prisoners in the program have been withdrawn since its inception in 1957. Moreover, the most common violations committed by the releases which require the withdrawal are taking a drink or slipping off to see the wife and family.

Until recently, North Carolina was widely reported to have been the only State with a declining prison population. This is happily no longer the case. Over the period from 1957 to 1963, 12 States had such a decline. Of these, North Carolina ranked third with a 13.2-percent decrease in prison population, behind Minnesota and Michigan. I point to this record with great pride since many of these States had a work-release program in operation which is similar to that proposed in S. 1808.

This legislative measure is not an experimental or pilot project. On the contrary, the bill was drafted after viewing and appraising the humanitarian efforts of the many States which have used the release programs and have benefited by them. This bill also is based on the experience with the halfway houses for young inmates in the Federal prison systems in Los Angeles, Chicago, Detroit, and New York City.

Recently, the Senate passed S. 1319, to authorize a work-release program for persons sentenced by the courts of the District of Columbia. In the committee report on this bill it is noted that, apart from the money to be saved from the daily expenses of inmates, the bill would assure "continued contributions toward the inmate's family's financial support, and reduce the likelihood of relief or welfare costs for his dependents."

Mr. Chairman, the enactment of this sound proposal will make a great contribution toward improving the effectiveness of our prison system. Furthermore, it will demonstrate our continued interest in rehabilitating our prisoners so they can contribute to our society rather than return to a life of crime when released from prison.

I would like to take this opportunity to compliment Mr. George Randall, director of the North Carolina Prison Department, for the outstanding service he has rendered to his State. Prison reform and other legislation which he has recommended to our State have been among the most progressive in the Nation. He is a man of great ability and much experience and I feel sure this subcommittee will benefit greatly from his testimony.

Senator LONG. Our first witness this morning is the Attorney General of the United States, Nicholas Katzenbach, and he is accompanied by the Director of the Bureau of Prisons, Myrl E. Alexander. We will be glad to hear from you gentlemen at this time.

**STATEMENT OF NICHOLAS deB. KATZENBACH, ATTORNEY GENERAL OF THE UNITED STATES, ACCOMPANIED BY MYRL E. ALEXANDER, DIRECTOR OF THE BUREAU OF PRISONS**

Mr. KATZENBACH. Thank you, Mr. Chairman, I do have a brief statement which I would like to read if I may.

I am pleased to appear before you today to urge favorable consideration of S. 1808, the prisoner rehabilitation bill, which has been written to benefit both law enforcement and prisoners.

I speak as a former prisoner. As a wartime captive in Italian and German camps, I learned something of the importance of maintaining morale and hope during internment. These are factors that demand even greater consideration for men who are serving time in what we take pains to consider a correctional system, not a penal system.

We do not seek medieval retribution from our prisons; what we want is rehabilitation. That expectation may be difficult to achieve, but it is the ultimate standard for success.

This measure is designed to help facilitate rehabilitation. It is designed to help make first offenders last offenders. It is also designed, therefore, to help reduce the continuing rise in the rate of crime. It is written to help us break what President Johnson described as the intolerable "endless, self-defeating cycle of imprisonment, release, and reimprisonment which fails to alter undesirable attitudes and behavior."

The typical ex-prisoner is confronted by a dismaying number of problems on his release. He has little money. He must immediately obtain food, shelter, and clothing. And he must keep on meeting these needs until he can get a job and start receiving pay.

His initial exhilaration soon runs up against hard reality. He finds potential employers reluctant. His own family may have turned hostile while he served his sentence. Almost always, he is acutely conscious of stigma. He tends to read the words "ex-con" even on completely unsuspecting faces.

As often as not he will be back in prison.

His failure is discouraging because, typically, at the time of release, he is better educated and trained than when he went in. He has had the benefit of counseling and of various vocational and religious programs. He is older and wiser.

His failure in the light of this training is especially poignant because in many cases it could be prevented.

At present, there are only two obvious alternative ways of treating an offender: imprisonment or probation—in or out. The gap between the two is enormous. If we are to make significant progress in the field of corrections, we must find ways to bridge it and to provide real continuity in the treatment process.

S. 1808 proposes a method of merging—at an appropriate place in the rehabilitation of the individual offender—institutional programs with community programs which we believe successfully accomplishes continuity of treatment.

The bill provides some very simple amendments to section 4082 of title 18, containing the basic custodial authority of the Attorney General. Though uncomplicated, they would give us three important new methods for achieving continuity.

#### 1. COMMUNITY CENTERS

The prerelease guidance center program for young offenders has been in operation for nearly 4 years, in Los Angeles, Chicago, Detroit, and New York City. Another is under development here in the District of Columbia. The success of the program has been striking.

So far, more than 900 young men have been sent to these centers, several months prior to the expiration of their sentences. While assigned to the centers, they have taken outside jobs, established bank accounts, secured continual counseling to further ease the transition, and, to a high degree, successfully made the transition when ready.

And, although they are admittedly more likely to succeed than those young people not sent to the halfway houses, the return-to-prison rate for these young men is far lower—approximately 30 percent, compared with about a 50-percent rate for youths released directly from an institution.

The Federal program has served as a model for many State and local programs. Its influence has extended far beyond the limited number of young offenders who have received the halfway house experience.

We now seek authority to adapt this program to the needs of adult offenders. It is not adaptable to all; there are some, like tax evaders and bank embezzlers, for whom it is not suitable. There are other prisoners—seemingly beyond rehabilitation—whom it appears best to keep under secure custody for as long as legally possible.

But there are a number of prisoners who have demonstrated that they have benefited from institutional programs and have earned a trial period in a carefully supervised community program.

If they succeed—if even some succeed who might otherwise have lapsed back into crime—we will have made a valuable gain. And we have every reason to believe that a number of such prisoners, given such a chance, will succeed.

## 2. EMERGENCY OR REHABILITATION LEAVE

Prisoners, like anyone else, have such emergencies as deaths and critical illnesses in their families. For most of them, the time also comes when they must find jobs in anticipation of their releases. Authority already exists to permit qualified young offenders to visit their home communities for such purposes. However, we feel that our authority as it applies to adults should be clarified by statute.

At present, when adult prisoners have deaths in their families and are considered a good risk, we may permit them to visit their home communities under escort of one of our officers. The prisoners or their families pay all transportation expenses and salaries and per diem of the employees involved. This is an expensive privilege for these families, who are often poor.

Sometimes, when a prisoner is nearing his release date and his home community is fairly close to the institution, one of our employees may accompany him as a custodial escort to his home community while he looks for a job. The employee, in such instances, donates his own time; it is a tangible gesture of his faith in the accomplished rehabilitation of the prisoner.

But if a prisoner or his family cannot afford the cost of a guard, or no employee is available to volunteer his time, the prisoner cannot see a dying relative, or attend the funeral, or accept a job interview. His resentment is understandable, and the setback to his rehabilitation is avoidable.

Our request is simply to permit qualified and trusted prisoners to undertake such travel alone. The trust reposed in such prisoners would, assuredly, encourage and assist in rehabilitation.

Needless to say, this authority would be used most judiciously and applied only to prisoners who do not present a threat to the community. It involves no costs to the Government.

## 3. WORK RELEASE

The work-release system has a history in this country going back more than a half century. It has an equally long record of success. It was first undertaken in Wisconsin in 1913, as the now widely known Huber law.

Adaptations of the work-release plan are now authorized in 24 States. Eighteen have adopted the procedure within the last 8 years.

North Carolina, for instance, first enacted a work-release law in 1957. From 1957 through November 1964, the State had some 5,000 prisoners engaged in the program. They earned enough money to pay nearly \$1 million toward the support of their families.

The State authorities believe the program has been a major factor in reducing the number of repeaters among the prison population and in reducing the total prisoner population of the State by 2,000.

Maryland has had similar success with its program. When first introduced in June of 1963, it was restricted to otherwise eligible inmates "sentenced to terms of not more than 5 years." Last year, the State legislature made it applicable to any inmate, regardless of his length of sentence. The State commissioner of corrections reports no complaints about the program. While some employers are at first reluctant to hire inmates, when they do they are extremely

pleased. The State parole board has in some instances recommended that a prisoner be placed in the work-release program before a parole is granted.

Because of the emphasis on school programs for younger offenders, we have used the work-release procedure for only limited numbers. But at the present moment, for example, five boys trained at the National Training School for Boys are working in barbershops in downtown Washington during the daytime and returning to the school at night.

Similarly, under this legislation, we would be authorized to extend the limits of confinement of a prisoner so that he could work or undertake training in the community during the daytime. He would, of course, spend the rest of his time in his institution.

In order to allay any fears that prisoners might displace other workers in areas of labor surplus or work for less than prevailing wages, we suggest the amendment of the work-release section of the bill to spell out adequate safeguards. Labor representatives have assured us that the amendment satisfies their concern.

The new language I am submitting to your committee provides that prisoners will not displace employed workers, that they will not be used when there is a surplus of nonprisoners with similar skills or trades available, that their compensation will be no less than that of comparable workers, and that labor union representatives will be consulted with their use.

The work release procedure would offer our Federal prison system a number of advantages to enhance rehabilitation for greater numbers of offenders:

1. For an inmate we train in our institutions, it would supply valuable experience in actual work situations.
2. The prisoner would become a contributing member of society even before he completed his sentence.
3. It would give the prisoner a practical way of demonstrating his ability and trustworthiness and enable him to gain employer and community acceptance before being released to the community.
4. It would enable a prisoner to contribute to the support of his family.
5. It would give a prisoner the self-respect which flows from self-support.
6. It would give the parole board a means of testing a prisoner in the community before granting him a parole.

In general, we know that the extent to which the prisoner's transition back to society can be eased is the same extent to which his self-respect is increased and his susceptibility to crime is reduced.

The University of Illinois, in a 4-year study financed by the Ford Foundation and published last year, found that 90 percent of the prisoners released from Federal institutions try to find legitimate employment in the first weeks after their release. Those who find it are far more likely to lead honest lives than those who do not.

The purpose of S. 1808 is to assist their effort and build on their good intentions.

Thank you.

Senator LONG. Thank you. The Chair has had an opportunity to observe a number of these prerelease centers—one in Los Angeles, one in New York—and I have been very much impressed with them. If

that same practice could be instituted in connection with this bill, I agree with you, it will be a great step forward.

Let me ask you, do any of the foreign countries have progressive legislation of this kind?

Mr. KATZENBACH. Yes; some foreign countries do have programs of this kind. I think Mr. Alexander could probably fill you in on more details.

Mr. ALEXANDER. Yes; it is spreading, Mr. Chairman, in Western Europe. France, which traditionally has had a pretty rigid prison, has introduced the practice of work release in many of their institutions even within the past few years. It is now being studied also in a number of countries and is a subject which will be coming before the United Nations Conference on Treatment of Offenders in Stockholm 2 weeks from now.

Senator LONG. I was under the impression that some of the Scandinavian countries now had similar practices.

Mr. ALEXANDER. Yes; all Scandinavian countries and all Western Europe now.

Senator LONG. Senator Burdick, any questions?

Senator BURDICK. I want to thank the Attorney General first for an excellent presentation.

Mr. KATZENBACH. Thank you.

Senator BURDICK. I also attended the halfway house at Los Angeles and I was impressed with the program very much. Of course, the question comes to my mind, Do you think the same factors are present when dealing with older prisoners? Do you think you will have the same dramatic results with those in the higher age brackets?

Mr. KATZENBACH. No. I think older prisoners will be much more difficult to get results from than younger prisoners but I do think it is worth a try so far as the older prisoners are concerned, and I think it will be successful in a significant number of cases, but I would not anticipate that we would have as much success with older prisoners as we would with younger.

Would you agree with that?

Mr. ALEXANDER. I would agree with it. The success is going to be dependent largely upon the work of our diagnostic people, the professional people, psychiatrists, psychologists, the case workers, and those who have these decisions to make. The decisions are now being made, as all members of the committee know who observed the work in our institutions by our classification committees. We receive nearly 20,000 prisoners every year and within a month or two after they are received, some of them are in segregation in Atlanta, Leavenworth, or in very security situations. Others will be in camps on farms. We have had now some 30 years' experience in diagnosis, in prognosis, indicating behavior, in evaluating the results of treatment within institutions. The young adult and the older offender, I am sure can be pretty accurately diagnosed and the success is going to be dependent upon the use of this kind of experience with the adult prisoners.

Senator BURDICK. In other words, what you are saying, Mr. Alexander, is that this is just another tool in the kit in the process of getting rehabilitation. I attended some of these classification and evaluation sessions and I am very impressed with them. In other words, what you are saying is that it is going to depend a lot upon the

prisoner, a lot upon the background, whether he will fit into this notch of work release.

Mr. ALEXANDER. Yes, sir.

Senator BURDICK. And this gives you another tool.

Mr. ALEXANDER. It gives us one of the most valuable tools which will have been added to our armory of tools in many, many a year. The critical time, as the Attorney General has testified, is at this time of release and at his juncture in our developments, an inmate will be trained, employed, diagnosed, handled in our institutions and then suddenly there is a parole or release without any other than minimal supervision, of going to report to a parole officer in a city and picking up a normal routine kind of supervision.

This will provide a bridge and a kind of intensive supervision not now available to us. It will give us the opportunity for trial and experimentation with those diagnosed more likely to succeed. Not only to those of us who administer the prisons, but of equal importance, I feel, to the board of parole who must make this almost Solomon-like decision at times as to whether a person should be transferred to parole.

Under the work-release provisions a man will have been tested for a period of a month or two or three and this will give the parole board these additional criteria on which to base judgment. I agree with you, Senator Burdick, that this is one of the most important tools that can come our way and will accomplish many things we are not able to accomplish at this time.

Senator BURDICK. The Attorney General stated here that in the halfway houses the return to prison rate has been reduced from 50 percent to approximately 30 percent. I think that is very dramatic. If you can achieve something near that for adults, it would certainly be worthwhile.

Mr. KATZENBACH. I think it is important to emphasize, Senator, that not merely are these people rehabilitated but you have contributed significantly to cutting down the crime rate at the same time because so much of crime is done by repeaters within this country. If you can lower the rate of recidivism significantly or even 10 of 15 percent, you can make a big bite on the crime rate.

Senator BURDICK. Isn't this also going to require some cooperation and understanding on the part of the community? Here is a man who has been behind bars and he has had a number of years of incarceration and all of a sudden you throw him into a peaceful community and he has to prove himself. Isn't this going to require a considerable lot of understanding by the community?

Mr. KATZENBACH. It certainly does. Of course, it already requires understanding, and sometimes there is too little, but we have had a good deal of help from businessmen and from labor unions in finding jobs and helping to place people. The same would be true under this program with appropriate safeguards in labor surplus areas, but I am sure that we would get the same cooperation and build up community interest in this.

Senator BURDICK. Well, I certainly feel that this is very fine legislation and I want to thank you both.

Senator LONG. Mr. Alexander, are you able to give us any estimate as to the number of prisoners that may eventually be involved in this program?

Mr. ALEXANDER. Yes, sir, Mr. Chairman. Initially, of course, as we develop the procedures and test our methods for the first year or so, it would be a very limited number obviously. But ultimately we estimate that probably not more than 5 or 6 percent of our total population would be involved in this type procedure as of any one given date. With a population of 22,000 prisoners we would estimate between 1,000 and 1,500 would be under this program at any one time. Of those who would ultimately be under the program before release at the later stage of the sentence, we would hope that this could run as high as 50 or 60 percent who prior to release would be tested under this.

Just what that figure will be will be dependent upon our experience.

Senator LONG. Do you envision cooperation of work with other agencies of the Government in this program?

Mr. ALEXANDER. We not only envision it, Mr. Chairman, we have been assured of this kind of cooperation, with the Office of Vocational Rehabilitation, with the Labor Department. We are initiating, this fall, crash saturation programs with both inmates and institutions, parolees and probationers, evaluating vocational skills, providing crash training; for example, in low index skills. This is a very valuable kind of service to us that we are now developing with the Department of Labor.

Other work with the National Institute of Mental Health, some with OEO in the war on poverty. We are dealing with the products of poverty, of course, in our institutions. We not only envision we, have assurances of a wide range of help and services from other related Federal agencies.

Senator LONG. Well, if this program initiated, there will be more responsibility on the Department on the Bureau of Prisons, to find suitable employment for these people. How are you going to go about finding these jobs?

Mr. ALEXANDER. Mr. Chairman, as you know, we have a corps of employment placement officers. At present there are 9 or 10 of these working out of our institutions contacting labor unions, employment officers, industries. If this bill is passed and with its implementation, we look forward to doubling, tripling this staff of people, but even more importantly, through councils within the communities, we have, for example, in Dallas, talked with industrial people, with labor leaders. There we anticipate that through councils of this kind, we will not only generate but receive widespread community cooperation in this. And so it will be through our own resources, using and capitalizing on and developing the resources in all of the community in which we will be working.

Senator LONG. I recall the Attorney General mentioned that some of the labor unions have been very helpful in finding work of this kind.

Do you have some information about where this has been accomplished and do you still anticipate cooperation from them?

Mr. ALEXANDER. We anticipate cooperation and have no question about that. In a number of our institutions, we have apprentice training programs developed by and even taught by people representing labor councils.

For example, at the Federal reformatory at Chillicothe, Ohio, we have 14 apprentice courses recognized by unions in those respective fields.

At the institution at Lompoc, Calif., 13 courses have been developed with the local labor councils, are approved by them, and as its inmates are released they are given their apprentice cards. McNeil Island, a major penitentiary—

Senator LONG. Do you mean they can go right out and go to work in jobs where they have union membership?

Mr. ALEXANDER. They can follow the apprentice training in institutions directly into the union and employment and indeed in instances—at our juvenile institution at Denver, Colo., frequently the person who has been teaching or is the coordinator of the union with this course has actually come to the institution, taken the young man back to his home for dinner and acted as his sponsor and adviser.

Our relationships in this area particularly with juveniles and youth have been remarkably successful.

Senator LONG. One more question. Are there certain categories, certain classes of prisoners that you anticipate will be given this treatment more than others or some that would not be considered at all for it?

Mr. ALEXANDER. The primary use of this will be made for, first, those who have received training, who have demonstrated a kind of developing maturity, and for whom the use of this bridge of community work will likely be most successful. Then, too, there will be those whose families are on relief rolls, whose work in the institution has, well, let's say been of minimal value there but who can by employment in the community contribute to the support of families.

The Attorney General mentioned the Huber law in Wisconsin. Last year, in Milwaukee, prisoners out of the county and city jails earned \$750,000 which contributed to the support of their families, which was the equivalent of removal from the cost to the community of welfare, virtually an equivalent amount of savings in the support by welfare authorities.

As to those who would not be qualified or for whom the act would not be used, obviously the person is the organized gangster and the habitual offender, who simply is returned again and again and who has shown no progress in the institution. These persons would obviously be screened out immediately.

Then, too, the white-collar criminal, the bank embezzler, the income tax violator, who has demonstrated that he is a person engaged in sharp practices; this type of thing, we don't conceive of this bill as being applicable to him.

Our real concern is with this large body of persons who we see in the institutions who move through, who take advantage of education courses, vocational courses, who our psychologists, our psychiatrists, say as a result of group therapy have developed insight, show maturation. It is for these kinds of people that this act is so tremendously important.

Senator LONG. It seems to me one of the results of this program would be very helpful in keeping families together and it would be a great help in the communities, probably save the breaking up of many families which would be involved.

Mr. KATZENBACH. I think it is tremendously important to give emphasis to that, Senator, because if a man can begin to support his family and keep his family together, he has a family to return to, and he can return with some sense of dignity because he is a breadwinner and is earning for that family. He has a much better chance.

Senator LONG. He has a family and a home to go to.

Mr. KATZENBACH. Yes. I think it is very important.

Senator LONG. Senator Hruska, do you have any questions?

Senator HRUSKA. Yes.

Mr. Attorney General, you referred to some language you were proposing to assure that prisoners will not displace employed workers and that their compensation will be no less than that of comparable outside workers, and so on. Has that language been prepared? Have you submitted it yet?

Mr. KATZENBACH. Yes. I believe you have it, don't you, Mr. Rosenberger? I have it here.

Senator LONG. I understand the staff has been working on it. They have been working on language of this type.

Senator HRUSKA. It had come to the attention of some members of this subcommittee that some of the labor unions had misgivings and reservations about the work-release bills. I imagine the points covered by the proposed amendment were the basis for their misgivings; is that correct?

Mr. KATZENBACH. Yes. That is correct. And this language was worked out with representatives from the unions. And it is satisfactory.

Senator HRUSKA. Are you informed as to how this aspect is covered by State plans?

Mr. KATZENBACH. I am not familiar with the differences in the laws but I believe the guarantees that we are giving here are given in many of the State laws and given almost throughout the practice.

Senator HRUSKA. What is the budget estimate for this plan? This question arose when we authorized the juvenile halfway houses. I suppose much will depend upon the scale that you are going to start out with and future expansion. Have you any thoughts on that?

Mr. KATZENBACH. Mr. Alexander, have you got an initial budget estimate? It is difficult to project it out over the years for the reason that you suggest. If halfway houses are successful, then we will have more of them. We have been working these out in cooperation with State and local authorities to share the same facilities with respect to our prisoners and their prisoners, so that they carry part of the burden and we carry part of the burden.

Senator HRUSKA. If experience is a guide, you are going to have to have a lean budget. Do you have an estimate of how many offenders you contemplate for those dollars?

Mr. ALEXANDER. Our experience, Senator, with the halfway houses, so far as budget is concerned, we estimate \$100,000 for a halfway house which accommodates juvenile offenders with the capacity of about 25 or 30. That is, \$100,000 a year for it. What our experience with adults will be we are not certain of.

So far as any budget for administering work release laws, we anticipate no additional costs over our present costs for that. We will have, first of all, the cooperation with U.S. Employment Service, with U.S. probation officers. I did testify there would be an increase in the number of employment placement officers. These are financed by Federal prison industries and while it will represent a budget item, that will be budgeted from the earnings of Federal prison industries. And most of the services which will be provided will come from the earnings of that corporation.

Senator HRUSKA. Thank you very much.

These are all the question I have.

Senator BURDICK. Apropos the last question, have you made any projections of the amount of money you might save over the long run in reducing the number of returnees to the prisons? It would be something, wouldn't it?

Mr. ALEXANDER. There is no projection. It will be substantial. It might be appropriate to ask a witness who follows, Director Randolph of North Carolina, what his precise experience has been on this. To estimate the savings resulting from persons who no longer commit crimes is probably as difficult as to estimate the cost of crime in the country, but that there will be savings and real savings, not only in dollars, but in social and economic values, of course, it goes without saying.

Senator BURDICK. In conclusion, Mr. Chairman, I would like to comment and compliment the Department of Justice and the Bureau of Prisons for their training programs, for the plumbers and electricians, and all the prisoners you have trained in these institutions, and perhaps now you can help to find a place to put them in society.

Senator LONG. Mr. Rosenberger, any questions?

Mr. ROSENBERGER. No.

Senator LONG. Gentlemen, thank you. You have been very helpful to us. And, Mr. Alexander, we appreciate your being here.

Mr. KATZENBACH. Thank you, Mr. Chairman.

Senator LONG. Our next witness is Mr. George W. Randall, director of prisons of North Carolina.

Mr. Randall has had a very distinguished career and he has been very successful in it. We are looking forward to his testimony.

Mr. Randall, your distinguished Senator and our colleague on the Judiciary Committee, Senator Ervin, had hoped to be with us this morning, but he finds it necessary to be chairman of another subcommittee this morning and he is unable to be present. But he has asked me to express to you his regrets that he is unable to be present and for me to introduce you and present you to the committee.

The committee will be very pleased to hear any statement you may care to make.

#### STATEMENT OF GEORGE W. RANDALL, DIRECTOR OF PRISONS, NORTH CAROLINA PRISON DEPARTMENT

Mr. RANDALL. Thank you very much, Mr. Chairman.

Mr. Chairman, members of the committee, I am glad to be here to tell you something about North Carolina's experience with the programs developed under legislation similar to your S. 1808.

I feel that I am able to speak with some authority about this experience because I have had the good fortune to be appointed chairman of the board of paroles and later director of prisons of North Carolina by Gov. Luther H. Hodges, more recently Secretary of Commerce, and presently chairman of the Research Triangle Foundation in North Carolina.

Governor Hodges made modernization of the correctional agencies in our State one of the major efforts of his administration. As a result of his leadership, North Carolina has had the benefits of legislation like the bill you are now considering during most of the years that I have been a correctional administrator.

In 1957 the general assembly enacted North Carolina's original work-release law to permit selected offenders committed to our prison system to engage in work in the free community while continuing as inmates in the confinement facility to which they were assigned.

Now, this law limited the work-release plan to misdemeanants who had not previously served sentences totaling more than 6 months in jail, but these limitations proved to be too restrictive and in 2 years only 24 prisoners were recommended for the program. But the seed had been planted and the soil was fertile.

Several superior court judges expressed their belief that the work-release law should be broadened to permit recommendation of felons and recidivists in deserving cases. The prison department and the board of paroles became convinced that there were many inmates of the State prison system not yet ready for parole who were ready for the more limited freedom of work-release privileges. By granting this measure of freedom, it was felt a stepping stone could be provided to help inmates cross the treacherous currents flowing between conventional prisons and parole.

Acting on the recommendations of the courts and correctional agencies, the North Carolina General Assembly has enacted liberalizing amendments to our work-release law at every legislative session since 1957. No longer are there any restrictions with respect to felon or misdemeanor offenders or previous imprisonment.

With the support of Gov. Terry Sanford and Gov. Dan K. Moore, we have been making increased use of work releases as a parole-preparation and prerelease program. Work release has also been utilized as a community-based program between probation and conventional imprisonment in North Carolina.

By reducing the recidivism, work release has played an important role in curtailing our prison population. Four years ago, it had reached an alltime high of more than 12,000. Today, in spite of a fast-growing State population, our prison population has been reduced to 10,600, 3,700 below a prediction made by University of North Carolina social scientists in 1956. As a result of this reduced population, we have been able to close 22 of our field units, each of which was designed for 100 inmates.

Our work-release program has many appeals. First in public appeal is the program's relief to the taxpayer. In the North Carolina Prison System today, more than 1,000 work-release inmates support themselves. Without work-release privileges, these offenders would be a tax burden on the State. The 6,080 participants approved for the program between its inception and May 1, 1965, have earned a total of \$4,482,796. From this amount the prison department has deducted \$1,502,000 for their keep and \$370,000 for transportation.

Senator LONG. In other words, that \$1,500,000 has been actual savings to the taxpayers.

Mr. RANDALL. It is part of the actual savings, yes, sir.

Now, second, the burden of supporting the inmate's dependents is removed or reduced from other taxpayers while he, the prisoner, continues to pay his share of taxes. Work release inmates in North Carolina had contributed \$1,212,000 to the support of their families as of July 1, 1965.

Bear in mind that we receive their earnings, less standard deductions required by law, and in North Carolina State as well as Federal taxes are withheld.

Third, society continues to benefit from the productive labor of a work-release inmate. When the offender's attitudes and his crime do not require complete removal from free society, it seems to me that it is foolish indeed to keep him from wholesome productivity that enables him to support his family.

Fourth, the work-release inmate retains his trade skills and work habits by keeping a regular job.

Fifth, the nature of the work-release program places emphasis on correction while remaining sufficiently punitive to retain effective deterrent values.

Sixth, the stigma that falls on the inmate's family is reduced when he continues as their support and as a contributing member of society.

In view of the fact that juvenile and youth crime is increasing so much today, I think this is a very important part of the work-release plan.

Seventh, a work-release inmate is less likely to offend again. He is less likely because he has the advantages of his earnings, a steady job, a place in the community, and the personal knowledge that he paid cash for the punishment he suffered. This is a deterring but not embittering experience. The recidivist rate of inmates assigned to our work-release program is only 6.8 percent.

The case of a former felon work-release inmate with a wife and one child illustrates most of these points. This man was on a work-release job as a heavy equipment operator for approximately 16 months.

Senator LONG. How soon do they generally go on the job after they are committed?

Mr. RANDALL. In North Carolina it is possible for them to go on the job the next day because if the court recommends the offender for work release, we can run a check on him in our files and if it is all right, then we can place him the next day. This is unusual, though.

Senator LONG. Do you have difficulty getting jobs for them? Do they take them into jobs they had had, perhaps?

Mr. RANDALL. Quite often his employer wants him to remain on the same job. However, we have a job placement section and we can get jobs for them. Any men or women that have been trained in our prison enterprises or in our housekeeping jobs, like hospital technicians, we have no trouble at all getting them jobs.

Senator LONG. What is the average time of service in prison and before they go out to work?

Mr. RANDALL. This is hard to say, because in North Carolina misdemeanants as well as Federal felons are committed to our prison system. So it would be quite a bit of difference there. But this work-release inmate with the wife and child spent 16 months on the program as a heavy-equipment operator, and in spite of inclement weather, his earnings totaled \$6,052.93.

Now, out of that he paid the Prison Department \$1,172.25 for his keep, \$310 for his transportation, and \$2,272 to support his family. That doesn't include the amount that he spent for his own personal use which was approved, but he was released with \$1,299.92, a steady job, and a family eagerly awaiting his return.

We recently talked to this former inmate's employer and find that the man is still on the job, employed with the same firm, and is doing an excellent job.

Senator LONG. You have different locations over the State where these men come back? Do they stay with you for the night?

Mr. RANDALL. Oh, yes, sir.

Senator LONG. You have different camps or local institutions in the different sections?

Mr. RANDALL. Yes. We have 62 field units and 11 institutions.

Senator LONG. You also have local county jails—

Mr. RANDALL. Sometimes—

Senator LONG. Do they use those?

Mr. RANDALL. Sometimes if the job is not near a prison installation, we contract with a county or local jail to house the inmates.

Of course, many inmates have much more money than this when they are released. It depends on the man. It depends on how long he has been on the program, and so forth.

Senator LONG. He gets back any excess of his earnings over his family expenses and his own expenses and what he pays the State for his maintenance?

Mr. RANDALL. I am sorry, I didn't understand the question.

Senator LONG. He pays all the money to your State?

Mr. RANDALL. Yes, sir.

Senator LONG. You support his family and what personal money he needs is approved, and transportation, and anything left over out of that is returned to him at the time of his release?

Mr. RANDALL. Yes, sir.

I might mention a welder. It was an interesting case. He was serving a 5-year sentence for breaking and entering. He used his savings on work release to establish his own business, his own welding business.

I know of another man that is extremely successful today. He got the idea of building these little dairy bars that sell dairy products and now he—he is over in Durham, N.C.—he has a plant that manufactures these little establishments and is selling them all over the South.

We have had all kinds of people on the work-release program. We have a court reporter on it, and the judge came in to see me about it, and he is still reporting in court and doing a good job.

And now, gentlemen, one thing I certainly do not want: I don't want to be understood as advocating work-release programs as a panacea for all prison problems, nor do I want to leave the impression with you that every committed offender can be brought to the point of deserving work-release privileges.

Some prisoners are as dangerous and as ruthless as rattlesnakes. So long as they remain this way, they should be kept in close confinement for the protection of the public. However, keeping a person locked in prison after he has reached the point where he is no longer a threat to society is a waste of tax dollars and human resources. This only hardens the offender, increases the chances of repeating crime, and denies the community the benefits of efforts that have been spent in preparing him for release to the free community.

My years as chairman of the North Carolina Board of Paroles and as director of prisons in North Carolina have convinced me that justice needs to be tailor made to the individual offenders. Furthermore, the adjustment in my opinion must be made as the offender changes. North Carolina's work-release law and implementing plan are tools available to our courts, the prison department, and the board of paroles to tailor justice to fit the offender.

In conclusion, may I say we believe our work-release program has proved to be one of the most effective weapons in our fight against crime and delinquency and this fight is clearly an important part of the total war waged against poverty.

Our success with work release is to a significant extent attributable to the strong support we have received from the business community, labor, and the general public. Our progress demonstrates that some inmates can and should be gradually prepared to resume the rights and responsibilities of free people.

Thank you, sir.

Senator LONG. Mr. Randall, thank you for a very helpful and enlightening statement. Certainly you and the Governor and the people of your State are to be commended on a very progressive and very enlightened program of treatment of prisoners along this line. It is certainly helpful to me and I am sure it is to our entire committee to learn of the experiences you have had. It will be helpful to us in getting some practical experience that you and your State have had in this problem.

You have gone a long way toward solving it.

Senator Burdick?

Senator BURDICK. Mr. Chairman, I would like also to commend Mr. Randall for his excellent presentation. I think you have made your case just on the recidivist rate of 6.8 percent. It is almost unbelievable. I would say that you are sold on this program.

Mr. RANDALL. I think that is a safe statement, sir.

Senator BURDICK. That is all. Thank you.

Senator LONG. Senator Hruska?

Senator HRUSKA. Mr. Randall, you indicated that you were able to close 22 of your field units. How many have you left?

Mr. RANDALL. Sixty-two field units. Eleven institutions.

Senator HRUSKA. And those are regular detention buildings for inmates?

Mr. RANDALL. Yes, sir.

Senator HRUSKA. I don't know that you would have the information at hand, but if not, can you supply for the record the comparative budget for your prison system in all of its aspects as of 1957 and what it is now?

Mr. RANDALL. I can't be absolutely accurate on this. Let me put it this way:

In the last 4 years the prison department has returned to the general fund in North Carolina over \$5.5 million that it did not use, that was expected to be used for prison operations.

Now, this \$5.5 million was returned because the prison population has been reduced.

Furthermore, it was made possible because of the fact that work release inmates are paying their way through prison.

Now, in addition to the \$5.5 million—I have been director of prisons since 1960—the working hours of the correctional officers were 72 hours a week. Today it is 40 hours a week. I don't know offhand how much it costs to employ additional personnel in order to reduce the hours from 72 to 40, but it was several million dollars. That was done with no additional appropriation.

Furthermore, we have just completed a million dollar hospital, it will be open next month, in our central prison at Raleigh, for which

we did not have to ask for an appropriation. That, too, came out of some economies we were able to effect, and savings as a result in large measure on this program and other program plans.

Does that answer your question, sir?

Senator HRUSKA. Yes. It gets at the general area that I had in mind, but I would still like to have the amount actually expended in each of those years.

Mr. RANDALL. The amount would—

Senator HRUSKA. I asked for that information because these hearings will be considered by other States and if they see that direct benefit in terms of budget, that might be a powerful incentive. It wouldn't be all of the incentive because there are only many other byproducts of this system which are very beneficial. If you don't have the information now, if you could supply it for the record in terms of the money expended with notations reflecting such changes as a reduction of 72 hours to a 40 hour workweek, I think that would be very informative.

Mr. RANDALL. I will see if I can get you that information.

Senator HRUSKA. That would be fine if you could.

That is all the questions I have, Mr. Chairman.

Senator LONG. Mr. Rosenberger?

Mr. ROSENBERGER. No questions.

Senator LONG. Thank you, Mr. Randall. We are very grateful to you for your presentation.

Mr. RANDALL. Thank you very much.

Senator LONG. Our next witness is Dr. James Bennett, former Director of the Bureau of Prisons, one of the most distinguished men in our Nation, in our world, in the treatment of prisoners. He has a very long and very distinguished career. Strange as it may seem, he is not appearing here this morning as an authority along those lines, but he is here representing the American Bar Association.

Mr. Bennett, we are happy to have you in this change of costume this morning.

#### STATEMENT OF JAMES V. BENNETT, AMERICAN BAR ASSOCIATION

Mr. BENNETT. Thank you, Dr. Long.

Senator LONG. The reason Mr. Bennett and I refer to each other as doctor is that we both have the same degrees from the same college in Missouri.

Mr. BENNETT. Senator, yes, indeed, it is a new role in which I come here, remembering very pleasant recollections of this committee, and it is very heartening and encouraging for me to see that at long last the great American Bar Association, to which I think all of you belong, is finally becoming interested in subjects of this kind and at their last board of governors meeting they were willing to take up this bill and advocate it. And I think if I may be permitted to digress a little, I am gratified that the lawyers are doing this. It is partially because of a reawakening on the part of the lawyers of their responsibilities in the field of crime, and that stems to a considerable part I believe from the fact that now they have to represent these people. They have to go before the judges and courts as counsel. And, of course, this committee has recognized the importance of that by passing the Criminal Justice Act in which Senator Hruska was so active.

It has brought new life and it has brought a feeling of responsibility on the part of the lawyers that never before existed.

I have belonged to the American Bar Association for 30 years and a few years ago we couldn't get a handful of people to come out and attend our criminal law sessions and take responsibilities, but now it is growing and it is one of the most active committees of the whole bar association.

Mr. Chairman, if it is agreeable to you, I think I will file my statement with the committee and talk with you a little bit about this bill.

Senator LONG. That would be very desirable, and without objection your prepared statement will be placed in the record.

Mr. BENNETT. Knowing that you have visited our institutions and are well acquainted with the problems, you realize far better than most people that the critical period of a prisoner is the time when he leaves the institution. He is bewildered. He is feared. He is discriminated against at every turn. And he needs help. And that is one of the things that this bill is going to make possible.

We know from our experience and from the researches that we have made that 90 percent of the men who leave the institution leave it with a will and a determination not to return and they make at least one sincere effort to find a job. But if they don't have the confidence in themselves to go in and to present themselves properly to the employer, they are apt to be turned aside, brushed off, they get panicky, they feel then that nobody wants them, and the first thing you know is that they are running away and violating their probation or their parole or their mandatory release.

Now, if we have, as this bill would permit, authority for the individual to go out and let the employer see him, get some experience, learn what kind of world it is in which he is going, they are not then going to violate so frequently.

Mr. Alexander talked about the employment placement program but employers want to see the man. They want to have him come in so they can look at him. If we don't have authority to permit him to go in and do that, or if we have to bring him in with a guard, he loses the opportunity that he might otherwise have.

Now, that is one of the things that this bill would permit, give us authority to do that. It is hard, as a matter of fact, Senators, to pick out what appears to me as the most important feature of this bill. At one time I think it is the humane aspects. As it is under this bill, we can permit a man to attend a funeral, which is a very important thing. It prevents embittering him if we can let him go. It will allow us to send a man to a hospital for treatment of a kind that he couldn't get in our institution.

Take the case of this man in Winston who had a brain tumor. Well, the only way we could get him the private hospitalization he needed was to put him under supervision of an officer while he had the operation.

And the bill will also give us this great advantage of being able to let the inmate participate in an active training course. There are all kinds of opportunities now being opened up under the Economic Opportunities Act, establishment of training units and we will be able to allow the man to go into one of these training units in his own home community. We will be able to allow him to get the experience that is necessary to qualify as a member of the union perhaps to which he would like to go.

Those are all very important provisions indeed.

Senator Burdick asked whether or not this would be valuable for the older prisoners. It will be very valuable to the long-term offenders, Senator Burdick. They are the ones that have been in the institution for a long time. They are unaware of conditions in the community. They don't know the present value of money, for example, and what it costs to do things. And if we can allow them to go out for a little period under a work-release program, which to be sure is an important program, they can learn to appreciate these values and they won't be apt to slip back.

As a matter of fact, it is the long-term men where we have a great many problems in readjusting them in the community.

Women are open to exploitation of any kind. If she goes out with no place to go, no job, no one to welcome her, well, her chances are not too good. While we have women's halfway houses in Massachusetts and elsewhere, probably we wouldn't have enough women to justify the establishment of such a house. Under this program we could perhaps contract with some agency of that kind that would help these people.

This bill will, Senator Hruska, cost nothing. I think it will save money because these trips to look for jobs and for funeral trips, and so on, which we now have to make with a man traveling under guard, that amount of money will be saved.

It is a thoroughly progressive bit of legislation. It means, I think, cutting down a great deal of recidivism and it puts a heart, if you please, into the Federal prison system.

Thank you so much.

Senator LONG. Doctor, you mentioned the long-term prisoner. As I remember, a prison official told me that one of the problems they had is that they had been regimented to such an extent for the years they served in the prison that after they were out they didn't learn the value of money, didn't know where to go to find the type jobs they had been trained for in the prison, they didn't even know the type of transportation. There had been so many changes.

I remember one of the things that impressed me. There were quite a number of men who had lost their jobs because they didn't get there on time. In prison they were regimented, someone woke them up at a certain time. They didn't have an alarm clock. As a result, they had no one to tell them to be up and going at a certain time to get to a place.

Mr. BENNETT. That is right. You can well imagine what it is, if you take them out of the economic stream for any length of time, how difficult it is to readjust and get used to those situations. Prices change so rapidly. I can't get used to it myself.

Senator LONG. Senator Burdick, any questions?

Senator BURDICK. Mr. Chairman, I think that Dr. Bennett has made such a strong case I can't think of anything to question him on. This is good legislation. I am pleased that he referred to the older prisoners as ones who could benefit a great deal from this program. Perhaps he will have some opportunity to get somewhere with this method.

Thank you.

Mr. BENNETT. Thank you.

Senator LONG. Senator Hruska?

Senator HRUSKA. Mr. Bennett, maybe I should have asked this question of Mr. Alexander, but I know you had a good deal to do with the formulation of this legislation and its language and its concepts. You certainly have had a lot to do with the halfway houses for the juvenile offenders.

My specific question is this. How would the earnings of the released inmate be paid and handled for disbursement? Would he get the wages or would they be paid to the institution?

Mr. BENNETT. Well, they would be deposited to his account in the institution, if that is what you refer to.

Senator HRUSKA. Where would the paycheck go physically? Would it go to the institution and be deposited to his credit?

Mr. BENNETT. I presume if it were in the form of a check, it would go to the institution, yes.

Senator HRUSKA. Pursuant to whatever arrangement was made by the Attorney General through his duly delegated employees or officials, some deduction could be made for his keep, and arrangements could also be made for the disbursement to his family pursuant to arrangement. Is that part of the contemplated procedure?

Mr. BENNETT. Yes. I am not so sure, Senator, that it is necessary to set aside some payment or some penalty for his keep, but it certainly would inure to his benefit and go to his family. As it is now, you will recall that we don't permit a man to spend out of any earnings or funds he has more than \$15 a month. The rest of it he must accumulate against the day of his release.

Senator HRUSKA. Yes.

Mr. BENNETT. And I would assume that same policy would follow in this case.

Senator HRUSKA. In the amendment that the other body appended to the bill as introduced, one provision is that the Attorney General is authorized to collect such costs incident to the prisoner's confinement as he deems appropriate and reasonable. From the proceeds of the paid employment he could effect that type of collection, and it would follow the procedure that we heard described by Mr. Randall which is used in North Carolina.

How extensively that would be used I presume would be dependent somewhat on how much was earned by the prisoner. It might be nominal pay. It might be a brick mason's pay which is considerable, or a plumber's pay, because it would have to be on the union scale, and those are well-paid occupations.

Mr. BENNETT. Well, it would depend, too, of course, Senator, upon the man's needs and the needs of his family, and so forth. I should think each case would have to be handled upon its individual merits just as we do now. Whatever his needs were, whatever were the needs of his family, those things would be taken into consideration.

Senator HRUSKA. Thank you very much.

Senator BURDICK. Mr. Chairman, I have a question now that you have raised——

Senator LONG. Senator Burdick.

Senator BURDICK. I wonder if you wouldn't explore a little further this method of payment. It seems to me if the check should go directly to the institution instead of the man that your are defeating a little bit of your purpose. You are trying to give him confidence, and

so forth. Couldn't you, after a certain period of time, have this prisoner pay his own bills as one of the conditions of arrangement?

Mr. BENNETT. Perhaps so. Yes. Perhaps it might be a helpful means of encouraging thrift and responsibility in him, Senator.

Senator BURDICK. Suppose you think that over.

Mr. BENNETT. This will all be subject to experiment and trial and I should think that would be a good suggestion you have, to make him a thoughtful person who can understand the value of money.

Senator BURDICK. It gives him some stature, gives him some responsibility. It means that he is on his own.

Mr. BENNETT. Some dignity, yes; that is right.

Senator HRUSKA. Of course, in the prison industries, Mr. Bennett, he doesn't get the money does he? His books are credited. He doesn't handle his bills and develop a sense of responsibility. All he can do is stare at the balance he has there which he will take when he goes away from the institution.

Mr. BENNETT. Yes, but, Senator, he earned that inside the institution.

Senator BURDICK. This is outside.

Mr. BENNETT. This money comes from outside.

Senator HRUSKA. The purposes are different. To that extent I agree with the Senator that it might be helpful. I am sure that is a matter of administration that can be worked out.

Senator LONG. Any questions, Mr. Rosenberger?

Mr. ROSENBERGER. No.

Senator LONG. We wish to thank you very much for your presence here.

Mr. BENNETT. Thank you.

Senator LONG. As usual it has been very helpful.

I would like to at this time refer to two documents: "Work Release: Statutory Patterns, Implementation, and Problems" by Stanley E. Grupp, assistant professor of sociology, Illinois State University, published in the Prison Journal for spring 1964, and "A Survey of Statutory and Regulatory Provisions for Emergency Furloughs and Related Matters" prepared by Pat Parish, legal aid trainee, Bureau of Prisons, summer 1964.

I am not going to ask that they be printed in the record at this time but that they perhaps can be made a part of the file.

I believe that concludes the hearings, the testimony on this bill. At this time the committee will stand—

Senator HRUSKA. Mr. Chairman, may I ask that there be inserted in the record an editorial from the South Omaha Sun commenting on this bill.

Senator LONG. Yes.

(The material referred to follows:)

[From the South Omaha Sun, May 27, 1965]

#### THE HRUSKA-LONG BILL

The adage says that the punishment must fit the crime. It can be said with equal truth that the punishment should fit the criminal and that the criminal should be made fit to rejoin society after he has repaid his debt to society. Building more prisons is not an answer to the rising rate of crime; it is a confession of defeat. What we must build are honest and productive men and women.

But how? Some possibly valuable approaches are embodied in a bipartisan bill introduced in the Senate by Nebraska's Republican Senator Roman Hruska and Missouri's Democratic Senator Edward Long.

One provision would give the Attorney General the authority to commit or transfer prisoners from Federal correctional institutions to residential community treatment centers. The latter are called halfway houses and they have shown successful results in the four large cities—New York, Los Angeles, Chicago, and Detroit—in which they have been tried for juvenile offenders.

Look at the matter from the offender's point of view. What happens to him when he gets out of jail? Well, the first thing is a kind of shock of release. He's glad of his freedom, but he doesn't know what to do with it. Readjustment is difficult enough for a returning veteran of the Armed Forces; how much more difficult is it for the man who's been cooped behind bars for a matter of years?

As Senator Hruska points out, the released inmate is confronted with a bewildering array of problems. He needs a job. He needs a place to live. He needs food and clothing. And as an ex-con he must carry a stigma that is not always—not even usually—easy to surmount. The halfway house is a kind of decompression chamber wherein carefully selected offenders can receive expert guidance to help them make the transition from prison life to the world outside.

Another provision would permit selected Federal prisoners to work in private jobs or participate in community training programs while they're still serving their sentences. The work release concept was first tried in Wisconsin in 1913. Since then 17 States have passed similar laws. The prisoner is not out on probation. He returns to prison at night and over weekends. That, as a recent study noted, provides "ample opportunity for penitence and self-castigation" while at the same time providing for the support both of the prisoner and of his family.

The third feature of the Hruska-Long bill has to do with emergency or rehabilitation leave from prison. This, too, has been tried for juvenile offenders under Federal law and in at least 10 States, and it may well prove useful if extended to older persons.

None of these is the simple answer to crime. There are no simple answers, as President Johnson pointed out in his message on crime earlier in the year. But we must somehow find a way to end what the President calls "the self-defeating cycle of imprisonment, release and re-imprisonment," and the Hruska-Long bill would help Federal officials focus on individual need and merit in a long-term but absolutely vital task.

Senator HRUSKA. There is an article here, too, Mr. Chairman, that I would like to submit, the article, "Halfway Houses for Delinquent Youth," by Kenneth S. Carpenter. If it is not in the files, perhaps it might be included in the hearings for source material for students of this problem.

Senator LONG. So ordered.

(The material referred to follows:)

#### HALFWAY HOUSES FOR DELINQUENT YOUTH

(By Kenneth S. Carpenter, Chief, Technical Aid Branch, Division of Juvenile Delinquency Service, Children's Bureau)

The possibilities offered by "halfway houses" in programs for delinquent youth are receiving an increasing amount of attention throughout the country. In spite of this interest, however, there has been more hesitancy to proceed in their development in this country than in many countries abroad. Noting this, Roul Tunley who has studied measures to combat adolescent delinquency in various parts of the world has pointed out that: "the youth hostel, the aftercare home, and the halfway house have all been developed abroad recently in an attempt to devise a homelike atmosphere in which a child can work, live, and study in partial but not complete freedom."<sup>1</sup> He reports that in some cases children are sent to such facilities instead of to a reformatory or training school. In others, the facilities "are used as a bridge to help a child back from an institution into the mainstream of life."

The halfway house has been described by many persons in various ways. But each definition agrees on the basic principle that this is a residential program, the purpose of which is to bridge the gap between a completely institutional life and a completely free life in the community. For example, participants in a recent

<sup>1</sup> Tunley, Roul: "Kids, Crime and Chaos," Harper & Bros., New York, 1962.

conference on halfway houses for delinquents settled on the definition: "decentralized group living situation involving a limited number of adolescents."<sup>2</sup> The Bureau of Prisons, U.S. Department of Justice, refers to its halfway houses as "prerelease guidance centers." They are seen as a "means for the orderly reintroduction of the offender into the community through the use of all available community resources, together with a structured guidance and counseling program."<sup>3</sup>

The youth for whom programs of this nature appear most helpful are those who have no home to return to, those whose own parents are sufficiently inadequate or rejecting to give them the necessary guidance and support for a successful adjustment, those whose parents may be fostering their delinquent behavior, or those whose parents live in neighborhoods in which the youths are unable to cope with the many pressures they would face upon return.

Halfway houses as supportive services between institution and independent community life appeared first in this country not for delinquents, but for mental patients and for young people who were ready to leave child-caring institutions and who could not be placed with foster families or returned to their own homes. While small group homes for adolescents are apparently increasing, especially under the auspices of voluntary agencies,<sup>4</sup> the development of halfway homes for the mentally ill has apparently not been rapid. According to a survey conducted by the Joint Commission on Mental Illness and Health in 1961, only nine such residences existed at that time—and of these, seven had been developed in the preceding decade.<sup>5</sup>

The appearance in this country of halfway houses for delinquent youth is even more recent and scattered, the few that exist under State auspices having been opened hardly more than a year or two ago. One or two, under the auspices of large county agencies, were set up earlier. But there are increasing indications that the appropriateness of this type of facility in a treatment program for delinquents is beginning to be recognized. For example, in April 1961 the Maryland State Department of Public Welfare and the Health and Welfare Council of the Baltimore Area, Inc., held a conference on halfway houses which was attended by 31 persons from local and State child-care programs. At this meeting it was pointed out that many delinquents remain in institutions longer than necessary because there is no other place for them to go.<sup>2</sup>

Because of this interest it is pertinent to take a look at the experience of some of the few halfway houses for delinquents which have been established in the past few years in an effort to pull out some guiding principles on how such programs might best be used.

#### A GIRL'S RESIDENCE

The New York State Training School for Girls in August 1961 opened a group residence for girls who are ready to return to the community but unable to go home or to adjust in a foster home. A four-story apartment building, formerly operated as a girls' residence by the Community Service Society of New York City was purchased by the training school. It accommodates 16 girls. In addition to the full-time director, staff consists of a full-time social worker, a housefather, three housemothers, and two part-time activity leaders.

When the program was established it was decided that two groups of girls would be accepted, those who would be attending school and those who would be employed full time. Girls were to be over the age of 16 and on parole status from the institution. After a short period of time the staff decided to limit intake to girls who would be employed full time.

The decision not to accept any more schoolgirls arose from difficulties encountered in combining the two groups of girls with such different program needs and from the lack of experience in operating such a program. One problem arose from the fact that the schoolgirls needed time in the evenings to do their homework, and, because they were, on the whole, younger than the working girls, needed to be home earlier on school nights. The schoolgirls found these limits difficult to accept when they saw that the girls who were working were freer to go out in the evenings and were allowed to stay out later. Moreover, the fact that the em-

<sup>2</sup> Maryland State Department of Public Welfare, and Health and Welfare Council of the Baltimore Area, Inc.: "Report and Proceedings, Conference on Halfway Houses," Baltimore, Md.; 1961.

<sup>3</sup> U.S. Department of Justice, Bureau of Prisons: Prerelease guidance center demonstration project; Progress Report, July-September 1962.

<sup>4</sup> Gula, Martin: "Agency-Operated Group Homes," U.S. Department of Health, Education, and Welfare, Social Security Administration, Children's Bureau, July 1960 (mimeographed, 44 pp.).

<sup>5</sup> Wechsler, Henry: "Transitional Residences for Former Mental Patients: A Survey of Halfway Houses and Related Rehabilitation Facilities," Mental Hygiene, January 1961.

played girls had spending money and dates tended to influence schoolgirls to leave school. However, after the staff gained confidence and skill in running the program, the agency again accepted girls who would be attending school, with no more serious difficulties.

Further complexities arose in the program, however, as girls encountered difficulty in obtaining employment. The problem apparently stemmed not only from the limited availability of employment but also from the girls' lack of job training. Moreover, some of them also had emotional problems severe enough to prevent an adequate employment experience. Thus the staff faced many difficult problems in the attempt to provide rich experiences for the girls, particularly in relation to those who were not working, for the girls became increasingly disturbed when unable to obtain or hold employment. It was concluded that additional trained counseling staff is necessary to help the girls during these periods of stress.

The experience with 18-year-old Mary illustrates some of the problems faced by the staff in this program:

Mary came into the residence after having been in the State training school for girls approximately 10 months. Her mother had died when she was a little girl and she had gone to live with her maternal grandmother, an extremely rigid person. Her father, who had remarried, was critical and rejecting of her, but he did continue to see her after she had been sent to the training school.

When Mary first came to the halfway house she would resist any attempt on the part of the staff to work with her. Outbursts of temper seemed indicative of her inability to trust authority. After several contacts with the accepting, supportive social worker, Mary became less explosive and more accepting of authority. Gradually she began to tell the worker of her feelings of rejection. In spite of her improvement in the residence, when the father visited he would say to her social worker, "She may be doing well but you still haven't seen her true colors."

Mary did not find a job for several months after she came into the program, and the one she finally secured proved to be only a temporary "Christmas rush" position as a clerk. When this ended unexpectedly for her she became extremely depressed by an arousal of her earlier feelings of rejection. However, Mary's relationship with her social worker had by this time become extremely important to her and provided her with considerable help in weathering this depression, so that in time she was able to secure a full-time office job. After several months on this job, she began talking of an independent living arrangement and eventually moved into a rooming house. She has since attended night school, and has apparently made a satisfactory community adjustment.

The girls are encouraged to participate in social and recreational activities in the community, although many of them need considerable support from the staff to do this. They are also encouraged to bring their friends into the residence. A number of parties and other recreational activities are held there for the girls and their friends of both sexes.

Several girls whose behavior while on parole warranted removal from their parole placement have also been taken into the residence for temporary care. Their placement there has permitted individual evaluation of the basis for their behavior and consideration of whether they should be returned to the training school, or, if not, what other plans should be made for them. Before the residence was established it was necessary to return girls who got into difficulties while on parole to the training school for such an evaluation. Several such girls after a temporary study period in the residence have been placed in new foster homes; others have received sufficient help through the program to be able to return to their own homes; and a few have been returned to the training school.

Since many of the girls in the training school are from New York City, some distance away from the training school, the use of the residence for this purpose has been very helpful. In addition, keeping the girls in the community has provided easier access to them for the girls' parents, foster parents, or after-care social worker.

#### PRERELEASE GUIDANCE CENTERS

Prerelease guidance centers were opened by the Federal Bureau of Prisons in New York City and Chicago in September 1961, in Los Angeles in October of that year, and most recently in Detroit in January 1963. Each center accommodates a maximum of 25 juvenile and youthful offenders who remain for a period of 90 to 120 days prior to actual release into the community. By law, the only charges of the Federal Bureau of Prisons who can be placed in these centers are those who have been committed under the Federal Juvenile Delinquency Act or under the indeterminate provisions of the Youth Corrections Act.

The policy is to place in them only those who have homes or release plans approved by the U.S. probation officers in the metropolitan areas where the centers are located.

The Chicago and New York centers are located in YMCA buildings, where wings of individual rooms with adjacent office space have been leased by the Bureau. The youth are encouraged to make use of the varied recreational opportunities afforded by the YMCA's.

The Los Angeles center is located in a building formerly part of a small college. Across the street from a large municipal park, the location is easily accessible by public transportation to all points in the Los Angeles area.

The Detroit center is located in a building formerly used by a voluntary agency as a home for dependent and neglected children. Because the Bureau of Prisons did not have a large number of youth from the Detroit area needing such placement, this center is jointly sponsored by the Bureau and the Michigan Department of Corrections, a cooperative sponsorship which also places young men in the center. Both groups are of the same age range—from 17 to 25.

Each of the Bureau's prerelease guidance centers has a trained, full-time staff consisting of a director, social caseworker-researcher, employment placement specialist, three counselors (except for the Detroit center, which has two), and secretarial staff. In the Detroit center the employment placement specialist is a staff member of the Michigan Department of Corrections.

The centers contain both high school students and employed workers, but the majority of the residents have full-time employment. Many of the latter, however, are enrolled in academic or vocational courses in evening schools.

All the centers encourage their residents to enroll in community programs, including those of religious organizations, recreational agencies, and the like. They also encourage visits of the young people with their families, on a progressive basis, in an effort to prevent the development of too strong a dependency on the center and its staff. Counseling, with individuals and with groups, has been made an important part of each center's program.

In the group counseling sessions, the group discusses adjustment problems—interpersonal relations, economic, disciplinary, or employment problems arising out of personal experiences of the young people at the center, in school, at work, or in the community at large. Both formal and informal meetings are held. One center uses films from a local public library to present social situations the young people may sometimes face—involving problems of drinking, dating, leisure time, and family life. In another center the caseworker introduces similar topics for discussion, being flexible enough, however, to allow individuals to bring up subjects bothering them.

Various community leaders have been brought in as guest speakers at these meetings—businessmen, employment counselors, teachers, Armed Forces recruitment personnel, union representatives, and law enforcement personnel. Following their formal remarks there is a discussion period during which the residents can bring up their special concerns about the subject. These have often dealt with the need for union membership in various types of jobs, requirements of job performance, appropriate appearance and manners when seeking employment, how to enlist in a branch of the Armed Forces, and vocational needs for employment advancement.

By August 1962, a total of 174 youths and juveniles had been placed in the 3 prerelease guidance centers. Of these, 20 youths have had to be returned to Federal institutions for further treatment and training or to State custody pending return to a Federal institution. After reviewing the histories of these 20, the Bureau's research staff came to the conclusion that they seem to be little different than the 154 who made good adjustments in this center.<sup>6</sup> Among the 20, the largest group failed during the first 2 months, but 3 were returned to the institution within a month. The chief difficulties among these 20 youth were in relating to persons of authority, in accepting the rules of the program, and in participating in the group sessions. Eight committed further delinquencies.

#### A GROUP HOME FOR BOYS

The Riverside Group Home for Boys, in Tacoma, Wash., was established in early 1962 by the Bureau of Juvenile Rehabilitation, Washington State Department of Institutions, for the purpose of caring for boys ready to leave the State's institutions and camps for delinquents for whom there were no placement plans.

<sup>6</sup> U.S. Department of Justice, Bureau of Prisons: Preliminary study of guidance center casualties, "Progress Report," July-September 1962.

It is located in what was once the superintendent's residence of a Federal hospital for Indians which is now in the process of conversion to a State juvenile reception-diagnostic center for all delinquent youth committed to the State department of institutions.

The home accommodates a maximum of 15 boys. Its staff includes a supervisor, four counselors, a cook, and a part-time secretary. The boys remain in the home from a week to several months, depending on the length of time necessary to find them suitable independent community placements. Some boys attend regular public school classes, others take vocational training, and still others are employed full time during the day.

In operation, the Riverside Group Home is similar to the halfway houses already described. Plans are to continue to operate it as an independent program even after the new reception-diagnostic center opens, and the staff does not anticipate any difficulty in this direction. However, the question might be raised as to whether a residence situated in the grounds of an institution is "half-way" or "quarterway" between the institution and the community since the proximity to the institution may keep the residents from feeling really separated from it. This may not be a serious problem with the Riverside Group Home since the majority of the young people at the home will come there from the State's training schools and camps rather than from the reception-diagnostic center. However, when a halfway house is situated near an institution, it is especially important for it to have a noninstitutional appearance and for every effort to be made to involve its residents in community activities.

#### SOME OBSERVATIONS

The experiences of the few agencies which have established halfway houses for delinquent youth will undoubtedly prove valuable to others interested in strengthening their after care services for delinquents. From these have been derived the following observations:

*The term "halfway house" is never part of the residence's name*

Administrators and program planners, though commonly using the term "halfway house" in discussing their facilities, regard the term as unsuitable for public use for a number of reasons. For one, there is difficulty in getting the community to understand that young people are sufficiently healthy and safe to be at large in the community if they are living in something called a halfway house, since the term seems to imply that the resident is only "halfway" ready for community life. Another reason, related to the first, is the fear that such a home will aggravate neighborhood resistance to being the location of a facility regarded as a possible threat to a favorable neighborhood image. For example, a residential center for emotionally disturbed children on the west coast had to sell a building bought for a halfway house because the neighborhood became aroused at the prospects of having such children in its midst. Thus, the trend has been to name these facilities group homes, prerelease guidance centers, transitional homes, and the like.

*Community relationships are important*

A successful halfway house program depends in part upon sympathetic community understanding. Efforts to gain such understanding begin long before the residence opens. For example, when the first halfway houses for discharged mental patients were being established, a period of at least 2 years was regarded as necessary for planning and community preparation. As such facilities become more widely accepted as essential to a total treatment program, the period of preparation can be shortened.

As soon as the decision as to location is made community interpretation should begin. This should focus on: the need for the program, the kind of young people who will be living in the facility, and the importance of community contacts to their successful adjustment to community life. It is especially important to obtain the cooperation of religious, recreational, and educational groups in extending a welcome to the young people, and including them in their programs. But it is also important for the people who live or work in the neighborhood to be knowledgeable and accepting of the program and its clientele. Otherwise the program may have to be terminated or moved to another neighborhood. This has happened more than once.

Some agencies have found it helpful to establish a citizens' committee which can work with the director to facilitate the community's acceptance of the halfway

house. Such committees often also help the staff find employment for the residents and community activities in which they can engage. The committees can best facilitate acceptance of the programs if they are representative of the business, racial, religious, and professional groups of the community.

The Bureau of Prisons has found committees of this nature very effective in connection with its prerelease guidance centers in Chicago, Los Angeles, and New York. They consist of 8 to 10 persons in key positions to be helpful to the centers' staffs both in advising on program and in gaining community acceptance. For example, the Chicago committee consists of a member of the U.S. district court; the chief probation officer of Cook County; the program chairman of the Chicago YMCA Council; a staff member of the School of Social Service Administration, University of Chicago; the executive director of the John Howard Association; the president of the coordinating council of the AFL-CIO; the former executive secretary of the Chicago Church Federation; and the captain of youth services of the Chicago Police Department.

*The halfway house is but one type of facility needed in a diversified program for delinquent youth*

The current interest in establishing halfway houses for delinquent youth is due in part to the growing interest in the development of diversified services and facilities for the care and treatment of delinquent children and youth. A diversified program meets the problem of overcrowding in institutions, permits the establishment of more homogenous treatment groupings of young delinquents, and assures them individualized care and help.<sup>7</sup> Besides the halfway house, other facilities in a truly diversified program for delinquents besides basic child welfare services, are detention facilities, diagnostic study centers, small residential treatment centers for seriously disturbed children, coeducational facilities for various age groups, foster homes, small group homes, and forestry camps.<sup>8</sup>

*Various kinds of physical plants lend themselves to becoming halfway houses*

Large private dwellings, series of urban row houses, and sections of apartments or agency buildings such as YMCA's are being used for this purpose.

The kind of plant needed depends on the number of young people to be served and the kinds of program activities to be included. Although no standard has been established regarding the advisable capacity for halfway houses, they generally are planned to accommodate groups of from 10 to 25 young people. Since the focus is on the improvement of social rather than vocational skills, areas for workshops and vocational programs are generally not necessary.

*The clientele of halfway houses generally consists of young people who are ready to return to the community but who cannot return home, who are unable to accept foster home care, and who are not yet ready to live independently*

Experience has shown the importance of careful consideration of the composition of the resident group by setting up criteria for selection. Such criteria will vary according to the program and focus of each house. A pertinent observation, however, is that "the closer the needs of the individual children \* \* \* the easier it is to program for them individually and collectively. The wider the range of needs, the more difficult it is to use the group home constructively."<sup>9</sup>

An important criterion for all halfway house placements, however, is that the young people sufficient inner controls to manage independently away from the house and its staff. Thus the young people placed in a halfway house set up for employed youth must have sufficient ability to function in an occupational role; and the young people who will be attending school while living in a halfway house must have the capacity to get along in a regular community school.

When an institution and a halfway house are operated by the same agency, the selection of the young people to be placed in the halfway house is generally made by an appropriate training school staff committee. On the other hand, when an institution and a halfway house are operated under different auspices, the halfway house generally has its own intake committee to decide upon the admission of individual youth referred to it from institutions, either directly or through their parent agency.

<sup>7</sup> Sheridan, William H.: Gaps in State programs for juvenile offenders. Children, November-December 1962.

<sup>8</sup> U.S. Department of Health, Education, and Welfare, Social Security Administration, Children's Bureau: Institutions serving delinquent children—guides and goals. CB Publication No. 360. Revised 1962.

<sup>9</sup> Gula, Martin: "Agency-Operated Group Homes," U.S. Department of Health, Education, and Welfare, Social Security Administration, Children's Bureau, July 1960 (mimeographed, 44 pp.).

## A CRITICAL NEED

One of the most serious gaps in programs for the rehabilitation of delinquent youth is in the aftercare of the delinquent in the critical period following his release from the institution. This gap was documented in 1962 in a report prepared for the Governors' Conference Committee on Juvenile Delinquency, based on information received from across the country from State agencies responsible for the care of delinquents.<sup>10</sup> According to this document, 35 States, Puerto Rico, and the Virgin Islands have reported a serious need for more aftercare services including halfway houses, group foster homes, short-term residential facilities, enlarged and more specialized parole services, and increased treatment rehabilitation and placement facilities.

The dearth of aftercare programs for delinquent youth has also been spotlighted recently by the National Conference of Superintendents of Training Schools and Reformatories, which has described such services as the weakest link in the entire chain of treatment of juvenile delinquents.<sup>11</sup>

Those agencies which are established halfway houses—unfortunately still only few and far between—are making an important contribution to the strengthening of that link.

Senator HRUSKA. And there is also an article about the Boston Halfway House, by Dr. Bennett.

Senator LONG. It will be included.

Senator HRUSKA. Thank you, Mr. Chairman.  
(The material referred to follows:)

## A BOSTON HALFWAY HOUSE

(By James V. Bennett, Director, U.S. Bureau of Prisons, before the Friends of Framingham, Inc., Boston, Mass., March 27, 1963)

It's good to be in Boston again where so many new and progressive ideas in dealing with problems of human welfare have been cradled. Whether you think of probation, mental hygiene, the juvenile court, parole, or a dozen other progressive movements of a similar character, you will find that if they did not get their start here it was in this area that their practicality and usefulness was demonstrated. Indeed my friends, there is something about the New England conscience that breeds these social outcroppings. And we do not have to go back to the days of John Augustus, or Samuel Gridley Howe, or Laura Bridgeman, or Dorothea Dix or Julia Ward Howe to prove it. That same sort of altruism and social consciousness is evident here tonight. You, Friends of Framingham, are seeking some substitute for the cavalier way in which men and particularly women in your case are released from prison with nothing more than a bus ticket, enough money perhaps to tide them over the weekend and the prayerful words, "And try not to come back."

The significance of this sort of casual "Godspeed" I can perhaps best demonstrate by sharing with you some of the correspondence I have with inmates of our institutions. In each Federal prison and correctional institution there is prominently placed a mailbox in which any inmate can deposit a letter addressed to the Attorney General, my office, to the sentencing judge, or the Congressman or Senator representing the residence of the inmate. These letters are forwarded without censorship by the institutional officials. In addition to being a helpful outlet and safety valve for the prisoners they let me learn and appreciate the inmates' point of view.

Some are funny but mostly they are pathetic pleas for help. Not the least are requests for assistance after release. For example, a boy who had been recently discharged from our halfway house in Brooklyn in writing me of his experiences said:

"The day I left Chillicothe I thought people could see right through me. I sat there at the bus station, and I didn't want to let the guard go. He said to me, 'if you're not ashamed of my uniform, I'll sit with you until the bus comes.' He said all the guys felt the way I did. When it came, I just hung on him. I felt

<sup>10</sup> Council of State Governments: President's Committee on Juvenile Delinquency and Youth Crime; National Council on Crime and Delinquency: Juvenile delinquency: a report on State action and responsibilities. Prepared for the Governors' Conference Committee on Juvenile Delinquency. Council of State Governments, Chicago, Ill. 1962.

<sup>11</sup> National Conference of Superintendents of Training Schools and Reformatories: Institutional rehabilitation of delinquent youth. Delmar Publishers, Albany, N.Y. 1962.

like somebody leaving his mother. All the way to Columbus I sat in the back with my hand over my eyes."

Just before I came up here Miss Bowman, our superintendent at Alderson, sent me a letter she had received from an 18-year-old girl who had been discharged to a remotely related aunt. She had no family worthy of the name, no friends, just nothing. She was begging Miss Bowman and her cottage officer to write her. She said she was going to need advice and guidance so much and she didn't know where to turn.

Another girl said:

"Had no idea people were so stuffy about prison records. Appearance and intelligence have gotten me in to personnel managers but I am still unable to find a way to get beyond them. If there are not some changes made a return trip (meaning Alderson) might be necessary and I am not smiling."

This fear of rejection, of guilt, of loneliness seems to overwhelm some of our releases to the point they won't even try. That has been amply demonstrated by a study of our so-called failures and successes made by a team of researchers at the University of Illinois under a Ford Foundation grant. We have been able to document the belief that it is the period immediately after release which is the most dangerous, frustrating, and hazardous for the prisoner. Of those who fail, upwards of 70 percent do so in the first 6 months after discharge and almost one-half of those who commit another offense do so in the first 6 weeks after release. One other interesting fact is that the study shows about 90 percent of all releases make at least one legitimate effort to find an honest livelihood. If these figures mean anything they mean that the crucial days and weeks for the discharged prisoner are those immediately after he is handed his release papers.

The problem, therefore, is to help the man or woman over the first few days and weeks, to build on good intentions and honest efforts. There is just one sensible way to do that—provide community help and support during the transition period. That points to the need for a new kind of institution—one that is intermediate between the close and secure regime of the prison and ultimate release on parole or otherwise. We in the Federal prison service are trying to do this through some "halfway houses," or guidance centers, as we call them, for our juvenile and youth offender group.

Soon after his appointment, Attorney General Robert F. Kennedy, whose greeting I bring you, sent a special request to Congress that funds be allocated to establish a series of halfway houses designed to evaluate new methods in assisting released offenders. The basic purpose of these centers is to bridge the gap between the institutions and the community by establishing the released offender in a stable employment and social situation. During September 1961, the first two guidance centers were opened, one in New York and one in Chicago. The following month, a third center was opened in Los Angeles. In January of this year, we opened our fourth guidance center in Detroit, Mich.

Our center in New York City is operated under a contract with Springfield College, Springfield, Mass. As you know, Springfield College has long been associated with the training of staff to work in community welfare agencies. Under the provisions of our contract, the college provides the staff for the guidance center from its faculty and alumni and have leased space for the project in a Brooklyn YMCA.

The Los Angeles center is operated by our Bureau and staffed by our personnel. It is situated in a private building we have leased for the project. The building was formerly occupied by a small college and is ideally located near the downtown Los Angeles area. We have provided office, recreational and bedroom space within the building and have built a kitchen and dining room area.

Another guidance center was opened during January of this year in Detroit. This center is unique in that it is a joint operation involving the Federal Bureau of Prisons and the Michigan Department of Corrections. We have leased a building similar to the one we use in Los Angeles. One of the staff members in Detroit is an employee of the Michigan Department of Corrections while the remainder of the staff come from the Federal Bureau of Prisons. One half of the residents in Detroit come from our institutions while the remainder are state offenders who have been confined in institutions operated by the Michigan Department of Corrections. Maybe someday a similar arrangement could be made for this area if sufficient funds become available to us.

Each of the four centers we operate can accommodate a maximum of 25 residents. Young men are transferred to the centers approximately 4 months prior to their release dates which have been established by the U.S. Board of Parole. This means that youngsters transferred to the centers this month will be released to parole supervision in July. The actual date of release is flexible, however, and can be advanced or retarded according to the individual needs of the residents.

We accept only men who are legal residents of the metropolitan areas in which the guidance centers are located. This policy has been adopted because of our belief that it would be inadvisable to relocate offenders in an urban area simply because there was a guidance center available. In addition, we have found that community leaders are willing to accept the guidance center for young men from their own area but are reluctant to accept offenders whose homes are in other cities.

While the program provided at the four centers varies to some degree there is a basic uniformity in the program design. In general, the project can be divided into three basic areas:

1. Employment placement.
2. Individual and group counseling.
3. Introduction to community agencies and resources.

Shortly after a young man arrives at the center, the employment placement officer on the staff begins assisting him in locating employment and, in most instances, is able to place him on a job within 2 weeks. As soon as a youngster is placed on a job, he begins working on a full-time basis, returning to the center in the evening following work. He is permitted to spend part of his earnings for personal needs and is required to place the remainder in a savings account.

The guidance centers have a caseworker on the staff who is responsible for both the individual and group counseling program. The primary focus of the counseling program is on assisting the youths in solving the problems they encounter on the job and in the community. On several evenings each week, the center staff assists the residents in planning leisure-time activities which will introduce them to a wide variety of programs and interests. Activities included are dances sponsored by community agencies, athletic events, and a variety of recreational programs.

In order to gradually move the guidance center residents back into their homes and neighborhoods, a progressive system of weekend privileges has been established.

One of the best illustrations of such problems center around the tremendous anxieties and fears released offenders have when they leave the institutions. Many of the men who come to the guidance centers are very hesitant to venture out into the community initially and actually attempt to escape from their fears by remaining in the center as much as possible. Others may put on a facade of bravado in an attempt to cover up their basic feelings of inadequacy and anxiety.

Jack was about as seriously handicapped a boy as we ever had to take over from other agencies. Coming as he did from a home broken by alcoholism and poverty no one much cared what happened to him when he lost the use of his arms and shoulders due to infantile paralysis. Among the almost innumerable operations he had had was a facial transplant. He became rebellious and hostile and of course used his handicaps as a crutch and excuse for stealing and forgery. Finally, of course, he was committed and we tried to help him at our medical center without too much success. We decided, however, to try him at our Los Angeles guidance center. At first he gave us a pretty hard time. But later he changed and one day he said to his counselor, "I like this center. I have lived in orphans homes, in foster homes, with relatives and there was no feeling for me at all. Now, I finally am home and found that there are people who really care."

This change came when we finally got him a job in a photographic studio. This turned out to be Jack's dish. He really liked the work, developed some real talent, and now we think he's on the high road to success, and incidentally, having married and become a father, and continuing to earn something over \$400 a month. He goes back to the center occasionally and tells the other boys the joys of being a square.

It is a little too early to make a conclusive evaluation of our experience but everything seems to indicate the guidance centers have been most helpful. The Brooklyn guidance center has had 88 residents of whom 45 have been discharged and up to now have not relapsed. Eighteen we found were not yet ready for release and have been returned for further training at an institution. Please do not conclude this group committed another offense. They did not. We felt that they needed a little more training, or psychotherapy or to complete some vocational course. We know of only two who have actually committed another offense. However you figure it, this has been a pretty good record if you remember that almost half of those who are discharged without guidance get into trouble again before their parole period expires.

Now what we can do with young men can also be done I am sure with women. As a matter of fact, I think the need is even greater for women. To be sure there are relatively much fewer women in prison than men but their problems of community adjustment are more serious. Many of them have been rejected by their families and friends, if they ever had any. There are fewer job opportunities available to them. Many are not acceptable as marriage partners by any self-respecting man because of the kind of sex lives they have lived. I have noticed, too, that proportionately they have more mental and physical handicaps.

All of this clearly means that women are in greater need of help if they are to overcome their handicaps, their fears, and the urge for "the one big night" they have been dreaming about as one dreary day followed another. I do not need in this presence, I am sure, to illustrate these understandable temptations or cite particular cases. You know them. You also know that in the case of many female offenders their basic problem is some social inadequacy. They are the female alcoholics, sex deviates, mental defectives, and the physically unfit. These are the grist of our women's institutions. They need help and help not of the prayerful "go thou and sin no more" type but practical, down-to-earth aid, support and guidance. A decent meal, a clean bed and new hair-do or brassiere could make a world of difference. And they need all these at the peril point which is when they are ready for release.

It's all very well to seek that support through volunteers. Many of these whom I personally know have done magnificent bits of personal charity that way but after a while they get tired or something else attracts their energies.

Sincere volunteers can always be useful but after all reintegrating hard cases of the kind I have in mind into the community is a public responsibility. Discharging it fully pays large dividends in crime prevention and human values as well. No better way to fulfill this responsibility can be found, I believe, than through establishing a "halfway house" for women here in Boston where so many pioneering and rewarding experiments in human betterment were undertaken. I wish you well and pledge my assistance.

Senator LONG. Anything else?

(Statement of James V. Bennett follows:)

STATEMENT OF JAMES V. BENNETT ON BEHALF OF THE AMERICAN BAR  
ASSOCIATION

It is a great privilege for me to appear today before the distinguished members of this committee. They have helped me, and they have helped the Bureau of Prisons tremendously over the years. The abiding interest of the members of this committee in the work of our Federal prisons has been a source of reassurance and strength to me, as I am sure it must be to my able successor, Myrl E. Alexander.

I am particularly pleased to be able to testify on S. 1808. One of my last official acts as Director of the Bureau of Prisons last August was to send a preliminary draft of the bill to the Attorney General, with a recommendation that it be added to the legislative calendar of the Department of Justice. The bill has been somewhat refined since that time, and as introduced by the members of this committee, it is ready for congressional approval. I urge that approval.

But I appear as a witness today not as the former director of the Bureau of Prisons, nor as an individual with a personal interest in this bill (although I cannot deny that both of these circumstances make it a most gratifying occasion.) I am really here as a representative of the American Bar Association to report to you that the board of governors of the ABA, meeting this week in Puerto Rico, have endorsed S. 1808 and recommended its enactment. This action was taken at the request of the section on criminal law, which is of the opinion that the bill would have a beneficial effect on the administration of justice in this country. We suggested that the bar association approve this bill as being entirely in line with their renewed interest in improving the administration of the criminal law. Our president, Mr. Lewis F. Powell, Jr., has made the prevention of crime and the modernization of the criminal law the primary objective of his incumbency.

There is no need for me to outline the provisions of the bill. That has already been done quite effectively. Nor need I assure you of the competence of the Federal prison system to carry out the purposes of the bill intelligently and effectively. The members of the committee are highly qualified to make this judgment themselves. They have already seen the camps and open institutions at which a substantial number of Federal prisoners already serve sentences under conditions of trust. They have already observed the techniques and methods by

which Federal prison personnel study and analyze inmates in connection with decisions assigning them to various types of institutions and various types of programs. The skill of the Federal prison system in this respect has been demonstrated over a period of many years with scores of thousands of prisoners.

The need for the procedures provided by the bill—work release, community treatment centers, and emergency leave—became quite apparent to me over the 35 years that I served with the Federal prison system. We eventually obtained authority of this kind in dealing with juveniles and youths, as provided in the broad language of the Federal Juvenile Delinquency Act and the Federal Youth Corrections Act. The programs have worked successfully, particularly the guidance centers, and it is time to extend the authority to adult prisoners, subject to the discretion of prison administrators.

At least two procedures of the bill—the work release program and the community centers—meet a long-existing need for some treatment device intermediate between the institutions and the community. Statistics and case histories show that the ex-prisoners who get back into trouble usually do so within the first few weeks after they get out of prison.

As Director of the Bureau of Prisons, I received a great many personal letters from inmates telling me of the difficulties that they encountered upon their release. I am very well aware that some of these inmates generated their own difficulties. But I know too that some of them ran into highly unfortunate situations. Sometimes their families wanted nothing more to do with them. All too often no one would hire them because of their prison records. Their money ran out within a few days. They became down and out and looked it, and the police kept picking them up on suspicion. Before long they were back in trouble. And back in prison.

I have listened to many a sad story from those who made the hasty decision to try to solve their problems by stealing again. I have known ex-prisoners who became so desperate and demoralized that they came back to the institution and begged to be readmitted before they were forced back to crime. I have had ex-prisoners come to my office on many occasions over the years, to ask for help in getting a job, a meal, another chance.

The basic purpose of S. 1808 is really to insure another chance for those prisoners who have proved themselves worthy of another chance.

The bill is in no sense a "mollycoddling" proposal. The prisoners given these privileges will have to live up to a high standard of responsibility. They will still remain under many restrictions. They will still live in an institution. They will still bear the stigma of a conviction. They will still have to earn their way back as a fully acceptable member of society.

The bill asks only that the Bureau of Prisons be given the authority to exercise the same flexibility in developing correctional programs for qualified adult offenders that is already exercised for juvenile and youthful offenders. The latter compose the most unstable element of the Federal prison population, yet the new procedures have worked out very successfully for them and with little risk to the community. There would be even less risk with the application of these procedures to adult prisoners chosen under the refined classification procedures that you have observed in practice at the Federal institutions.

I very much appreciate the opportunity of appearing today as a representative of the American Bar Association. I know that the bill will receive prompt and sympathetic consideration. I compliment the committee for its foresight in helping to develop this legislation and I wish also to express my thanks for all that the committee has done to encourage progress and innovation in the field of corrections. The enactment of S. 1808 will be another high achievement in the interests of law enforcement and the welfare of our society.

RESOLUTION ADOPTED BY AMERICAN BAR ASSOCIATION BOARD OF GOVERNORS,  
MAY 25, 1965

*Resolved*, That the American Bar Association urges the Congress of the United States to enact S. 1808, or H.R. 6964, 89th Congress (identical bills), or similar legislation which would facilitate the rehabilitation of persons convicted of offenses against the United States; be it further

*Resolved*, That the section of criminal law be authorized to present the views of the American Bar Association to the appropriate committees of Congress on such proposed legislation.

Senator LONG. The committee will be adjourned.

(Whereupon, at 11:55 a.m., the hearing in the above-entitled matter was adjourned.)

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14