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REPORT TO THE CONGRESS ⁰⁹⁶⁰³¹

74-0953



Rehabilitating Inmates
Of Federal Prisons:
Special Programs Help,
But Not Enough B-133223

Bureau of Prisons
Department of Justice

**BY THE COMPTROLLER GENERAL
OF THE UNITED STATES**

NOV. 6, 1973

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COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-133223

C1 To the Speaker of the House of Representatives
and the President pro tempore of the Senate

This is our report on the limited success of the Bureau of Prisons, Department of Justice, in meeting rehabilitation objectives established to prepare Federal offenders to re-enter society.

We made our review pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), and the Accounting and Auditing Act of 1950 (31 U.S.C. 67).

We are sending copies of this report to the Director, Office of Management and Budget, and to the Attorney General.

Comptroller General
of the United States

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ABBREVIATIONS

| | |
|-----|---|
| BOP | Bureau of Prisons |
| FPI | Federal Prison Industries, Incorporated |
| GAO | General Accounting Office |

COMPTROLLER GENERAL'S
REPORT TO THE CONGRESS

REHABILITATING INMATES
OF FEDERAL PRISONS:
SPECIAL PROGRAMS HELP,
BUT NOT ENOUGH

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D I G E S T

WHY THE REVIEW WAS MADE

GAO made this review to evaluate the Federal Bureau of Prisons' success in meeting objectives set to prepare Federal offenders to reenter society.

Causes of criminality

Various correctional authorities have noted that the causes of criminality are uncertain. Frequently cited is the belief that most offenders are not equipped to function in society because they cannot adequately read or write, possess undesirable character traits, and/or have no marketable skill. Because the family and society have already failed to correct these problems, it is not easy for the prisons to correct them. However, because of the controlled conditions, imprisonment is probably the best, and perhaps often the only, chance for rehabilitating offenders.

Bureau objectives

The Bureau's objectives are to

- maintain custody and care of Federal offenders and
- prepare them to reenter society.

In preparing inmates to reenter society, the Bureau's major objective is to provide each offender an opportunity to acquire

- a sixth-grade reading level,
- high school equivalency for offenders with average intelligence,
- treatment for undesirable character traits, and
- a marketable skill.

FINDINGS AND CONCLUSIONS

The Bureau has made progress in developing educational, vocational, and related programs for rehabilitating Federal offenders, but in relation to the total problem, this progress has been limited.

Case histories of 169 inmates released from 5 Federal institutions during July 1971 showed the inmates had a total of 342 needs for sixth-grade reading level, high school equivalency, character trait treatment, or marketable skills when they entered prison. Only 116 or 34 percent of these needs had been fulfilled or treated during their imprisonment. Although this

indicates the Bureau of Prisons has achieved some success, more inmates need rehabilitation services. (See p. 11.)

GAO found that:

- Available rehabilitation programs were not fully used because inmates were not motivated to improve themselves.
- Shortages of psychiatrists, psychologists, and social case-workers prevented treatment for some inmates needing help.
- Inmates had only limited opportunities to learn marketable skills.
- Vocational programs were limited by availability of Federal Prison Industries, Incorporated (FPI), funding.
- Sufficient emphasis was not placed on preparing inmates for jobs.

Program participation

Many inmates needing rehabilitative services did not participate in available programs because they lacked motivation. Rewards within the prisons generally are based on inmate performance on jobs in institutional maintenance and operation or prison industries.

Only 2 percent of monetary awards given to inmates during fiscal year 1972 were for involvement in educational and vocational training programs. No money was awarded to inmates participating in programs treating undesirable character traits. (See pp. 11 and 15.)

The funding for such awards has been limited by statute. As the

effects of a current project are assessed, the Bureau expects legislation to be requested providing for a broader and more flexible incentive system. (See p. 16.)

Efforts to treat
undesirable character traits

Counseling and related character trait programs are important aspects of rehabilitation. Bureau institutions use various methods designed to alter an inmate's attitudes, self-concept, and values.

The case histories of 169 inmates indicated that only about 30 percent needing treatment participated in character trait programs. The Bureau attributes the low participation to a shortage of qualified staff and to inmates' lack of motivation. (See pp. 11, 12, and 18.)

The Bureau is taking steps to maximize available resources in identifying and providing needed inmate programs by

- using specialized centers for treating severe mental disorders,
- increasing the number of caseworkers, and
- training its correctional officers in counseling. (See pp. 18 and 21.)

Job skills

Prison industries had not been fully effective in training inmates in marketable skills; little progress had been made in implementing formal on-the-job training in maintenance and operation of institutions; and institutions did not have sufficient vocational courses.

Of 169 inmates, 91 had no marketable skill when they entered prison, 51 had no job skill when released from prison, and 40 were considered to have obtained a marketable skill. (See p. 25.)

The Bureau should make greater use of prison industries and maintenance assignments for training inmates in marketable skills.

Vocational training programs are funded from FPI profits. Funding for vocational training had occasionally been reduced because of low profits. (See p. 30.)

Job placement services

Various studies have indicated jobs offering self-respect and financial support will deter many former inmates from returning to criminal activity. But many inmates are released without jobs and are unaware of available placement assistance. Content as well as frequency of employment counseling before release differed significantly among institutions. The Bureau had not evaluated furloughs as a pre-release placement tool. (See pp. 34 and 35.)

Information on program needs and progress

The Bureau has not had a centralized management information system to provide current information on

--the number of inmates at each institution needing rehabilitation and

--the progress made in meeting objectives.

The Bureau is currently implementing a computerized system to provide information on rehabilitation needs and the extent that these needs are being met. (See p. 39.)

Information on the success and activities of former inmates provides a basis for determining how useful the programs are and for identifying needed revisions. The Bureau faces difficulties in tracing an individual's activities after release.

Of the inmates released in fiscal years 1971 and 1972, 62 percent were released without supervision and were no longer accountable to the criminal justice system. (See p. 40.)

RECOMMENDATIONS

- 3 ⁴¹² The Attorney General should direct the Director of the Bureau of Prisons to:
- 4 ⁷¹⁴ --Work with FPI to develop and operate a plan to increase opportunities for inmates to acquire marketable skills.
- Make sure that institutions establish on-the-job training and apprenticeship programs in maintenance and operations functions.
- Work harder to assist inmates in preparing to obtain a job before release.
- Evaluate the use of furloughs to assist inmates in obtaining

employment before release and to insure consistent use among similar institutions.

consider obtaining appropriated funding for vocational training.

MATTERS FOR CONSIDERATION
BY THE CONGRESS

AGENCY ACTIONS AND UNRESOLVED ISSUES

The Department of Justice generally agreed with these recommendations and noted the report calls attention to weaknesses and deficiencies in Federal prisons which the Bureau is attempting to correct as additional resources are made available. (See app. I.)

Progress has been made toward achieving rehabilitation objectives; further actions by the Department could result in greater progress. Some existing conditions, however, make it uncertain whether the objectives will be fully achieved. The Congress should find this report useful in its continuing evaluation of the inmate rehabilitation program in Federal prisons.

Justice noted that the availability of vocational training should not be subject to change in market demand for Federal prison system products and indicated action was being taken to correct the problem of reduced FPI profits. (See p. 32.) If this action fails to meet the needs for inmate vocational training programs, the Bureau should

Correctional administrators and authorities are reexamining concepts and practices and are considering new and/or alternative approaches. The Congress may be asked to consider significant changes in present concepts and provisions for the custody, care, and treatment of prisoners in Federal penitentiaries.

CHAPTER 1

INTRODUCTION

The need for improvements in rehabilitating criminal offenders has been noted in studies on recidivism,¹ emphasized by commissions investigating inmate disturbances, and highlighted by the 1969 Presidential directive to the Attorney General to improve the Nation's correctional systems.

The causes of criminality are uncertain. The Bureau of Prisons (BOP) has pointed out that the social and economic deprivation and the lack of opportunity of many offenders do not fully explain their criminal behavior since many non-offenders have similar backgrounds.

Various studies have mentioned many factors, including the criminal justice system, as contributing to the failure to rehabilitate offenders. Frequently cited is the belief that most offenders are not equipped to function in society because they cannot adequately read or write, have no marketable skills, and/or possess undesirable character traits (personalities, values, and attitudes). Because the family and society have already failed to correct these problems, it is not easy for the prisons to correct them. However, because of the controlled conditions, imprisonment is probably the best and perhaps the only chance for rehabilitating offenders.

BOP operates 45 penal facilities and contracts with State and local authorities to protect society through the custody, care, and treatment of Federal law offenders committed by the courts to the supervision of the Attorney General. Its major goals are to

- maintain custody and care of Federal offenders and
- prepare them for reentering society.

¹We could not locate any generally accepted statistics on recidivism. Such statistics vary depending on the criterion used to determine recidivism, e.g., arrests or convictions. However, a recent report prepared by the House Select Committee on Crime provides a perspective on the extent of the problem. The report cited a Federal Bureau of Investigation finding that about two-thirds of offenders released from prison are rearrested within 4 years.

In preparing inmates to return to society, BOP's major objective is to provide each offender an opportunity to acquire

- a sixth-grade reading level,
- high school equivalency for offenders with average intelligence,
- treatment of undesirable character traits, and
- a marketable skill.

In fiscal year 1972, BOP had about 6,400 employees. During the same year 15,100 offenders were committed to Federal prisons and 12,700 were released. Confinement averaged about 19 months. According to BOP, about 95 percent of the inmates will eventually be released. The average inmate population during the year was 21,300, and BOP expects an increase of 750 a year through the 1970s.

The inmates' ages ranged from 13 to 83, and averaged 31 years. Their intelligence quotients averaged 104. BOP officials estimated that of the inmates:

- 15 percent read below the sixth-grade level.
- 90 percent have not completed high school.
- 88 percent have undesirable character traits.
- 65 percent have no marketable skill.

In 1969 the President directed the Attorney General to take several steps to improve the Federal prison system and have it serve as a model for State and local reforms in order to improve the Nation's correctional systems. (See app. II.) BOP then developed a long-range master plan in which it estimated the number and characteristics of future Federal prisoners and outlined strategies for meeting these inmates' needs. Principal objectives of the long-range plan include:

- Providing enough inmate supervision to protect the community from depredation, insure maximum safety for inmates and staff, and carry out the judgments of the U.S. courts.
- Increasing the alternatives for those offenders who do not require traditional institutional confinement.

--Implementing experimental programs as demonstration models.

--Increasing significantly the number of offenders attaining success after release.

Although BOP personnel recognize that many problems exist and much remains to be done, they believe that considerable progress has been made. Current programs and activities are considered significant improvements over previous ones. BOP cited increased staff training, emphasis on programs and facilities for youthful offenders, efforts to reduce overcrowding, expansion of prerelease assistance through greater use of community treatment centers, and attempts to obtain post-release data on ex-offenders as a method of evaluating institutional programs.

ASSIGNING AND CLASSIFYING INMATES

BOP determines the type of penal institution to which a convicted offender is to be assigned on the basis of sex, age, and offense; degree of custody considered prudent; court recommendations; and length of sentence. It then commits the offender to that type of institution nearest his hometown.

During an inmate's first few weeks at an institution, he undergoes orientation and is given a physical examination and needed medical care. He is interviewed and tested for basic intelligence, educational achievement, occupational aptitude, and personality to help determine his academic, vocational, and social needs. The results of these tests and interviews are incorporated into a classification study. An institutional classification team, usually consisting of an inmate's caseworker, a correctional counselor, and other institutional staff, then develops a program for the inmate, including suggested rehabilitation. The program, however, is tailored to the institution's available work assignments, educational and vocational training programs, or staff resources.

BOP categorizes inmates as I, II, or III priority on the basis of:

--Likelihood of change (as determined by the classification team).

--Age.

--Number of prior commitments.

--Nature and length of sentence.

Category I inmates, generally considered more receptive to change, are often young and are usually first-time offenders. On the other hand, category III inmates are usually older, have committed more than one offense, and are considered less likely to change their lifestyles.

FEDERAL PRISON INDUSTRIES, INCORPORATED

An act to provide for diversified employment for Federal prisoners and for training and schooling them in trades and occupations was approved on May 27, 1930. It required that the Attorney General establish industries that provide inmates with a maximum opportunity to learn skills which will enable them to earn a living upon release.

Federal Prison Industries, Inc. (FPI), a wholly owned Government corporation established in 1934, functions within the Department of Justice. FPI's operating policies are prescribed by a 6-man board of directors appointed by the President. The Director, BOP, serves as the Commissioner of Industries and the acting executive officer of FPI. Certain BOP functions, such as the vocational training program, are financed from FPI's profits.

FUNDING

BOP's appropriations and congressional authorizations of FPI funds for fiscal years 1972 and 1973 and the amounts requested for fiscal year 1974 are shown below.

| <u>Appropriation and authorization</u> | <u>1972</u> | <u>1973</u> | 1974 <u>(note a)</u> |
|--|----------------------|----------------|-------------------------|
| | —————(millions)————— | | |
| Salaries and expenses | \$104.8 | \$115.4 | \$129.0 |
| Buildings and facilities | 59.8 | 42.6 | 14.8 |
| Support of prisoners | 14.5 | 17.0 | 22.4 |
| FPI funds authorized by the Congress for vocational training | <u>5.6</u> | <u>4.9</u> | <u>5.6</u> |
| Total | <u>\$184.7</u> | <u>\$179.9</u> | <u>\$171.8</u> |

^aEstimated.



BOP Photo

**OLDEST ACTIVE FEDERAL PRISON--PENITENTIARY AT
McNEIL ISLAND, WASHINGTON (opened Jan. 1865).**

CHAPTER 2

NEED FOR MORE INMATES TO PARTICIPATE

IN REHABILITATION PROGRAMS

Penologists generally agree that an effective inmate rehabilitation program combining job training, job placement, and treatment/counseling for undesirable character traits can significantly reduce the number of persons re-committed to penal institutions. BOP has made considerable progress in developing educational, vocational, and related programs for rehabilitating Federal offenders. However, in relation to the total problem, BOP has had limited success in meeting established rehabilitation objectives directed toward preparing Federal offenders to reenter society.

Case histories of 169 inmates released from 5 institutions in July 1971¹ showed that they had a total of 342 needs when they entered prison, of which only 116 or 34 percent had been fulfilled or treated during confinement, as shown below.

| | <u>Number of inmates with needs</u> | <u>Needs fulfilled or treated</u> | |
|---|---|---------------------------------------|----------------|
| | | <u>Number</u> | <u>Percent</u> |
| Sixth-grade reading level | 22 | 4 | 18 |
| High school equivalency | 87 | 29 | 33 |
| Treatment for undesirable character traits | 142 | 43 | 30 |
| Marketable skills | <u>91</u> | <u>40</u> | 44 |
| Total | <u>342</u> | <u>116</u> | 34 |

Although this indicates that BOP has achieved some success in satisfying identified needs, more inmates need rehabilitation services.

Many inmates having rehabilitative needs did not participate in programs to help meet those needs. BOP officials attributed the low participation primarily to a lack

¹As of July 1972, 79 of the 169 inmates had been rearrested.

of motivation and are developing a better incentive system to stimulate greater participation in rehabilitation programs.

PROGRAMS

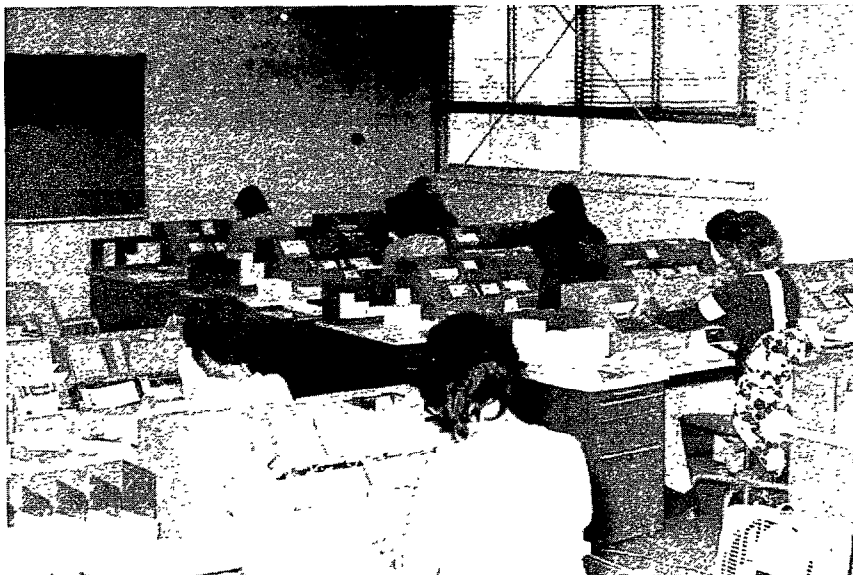
BOP institutions offer classes in adult basic education, high school equivalency and college-level education, and such special classes as English for Spanish-speaking people. Inmates may also enroll at their own expense in correspondence courses of their choice. Some inmates attend schools in the community during the day and return to the institution at night under BOP's study release program.

The institutions use treatment methods--such as transactional analysis, reality therapy, and behavior modification techniques--designed to alter an inmate's attitudes, self-concepts, and values. Generally, institutions provide psychotherapy (conducted by psychiatrists or psychologists) and group counseling (conducted by caseworkers or other trained staff members). Inmates may participate in such groups as Alcoholics Anonymous and Narcotics Anonymous. There are opportunities for greater inmate participation in some programs; however, present resources cannot meet all needs. (See ch. 3.)

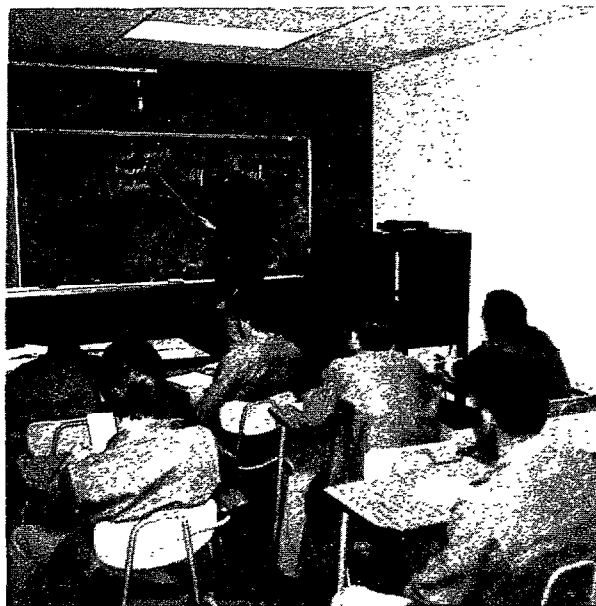
All institutions provide selected job skill training. Inmates may participate in vocational training courses and/or be assigned to jobs involving the maintenance and operation of the institutions or to jobs in FPI. (See ch. 4.)

LACK OF EFFECTIVE REWARD SYSTEM

In September 1967 BOP contracted with the Sterling Institute of Washington, Inc., to study training activities in Federal institutions. Sterling reported that many inmates interviewed preferred the money they could earn by working in prison industries (FPI jobs) to the less tangible rewards of taking and completing training courses. Sterling reported an almost negative relationship between the means of earning money and the attainment of educational and training goals. Sterling concluded that a system of incentives tied to specific, measurable goals is needed and that, ideally, sentences should be stated in terms of achievement of prescribed treatment goals.

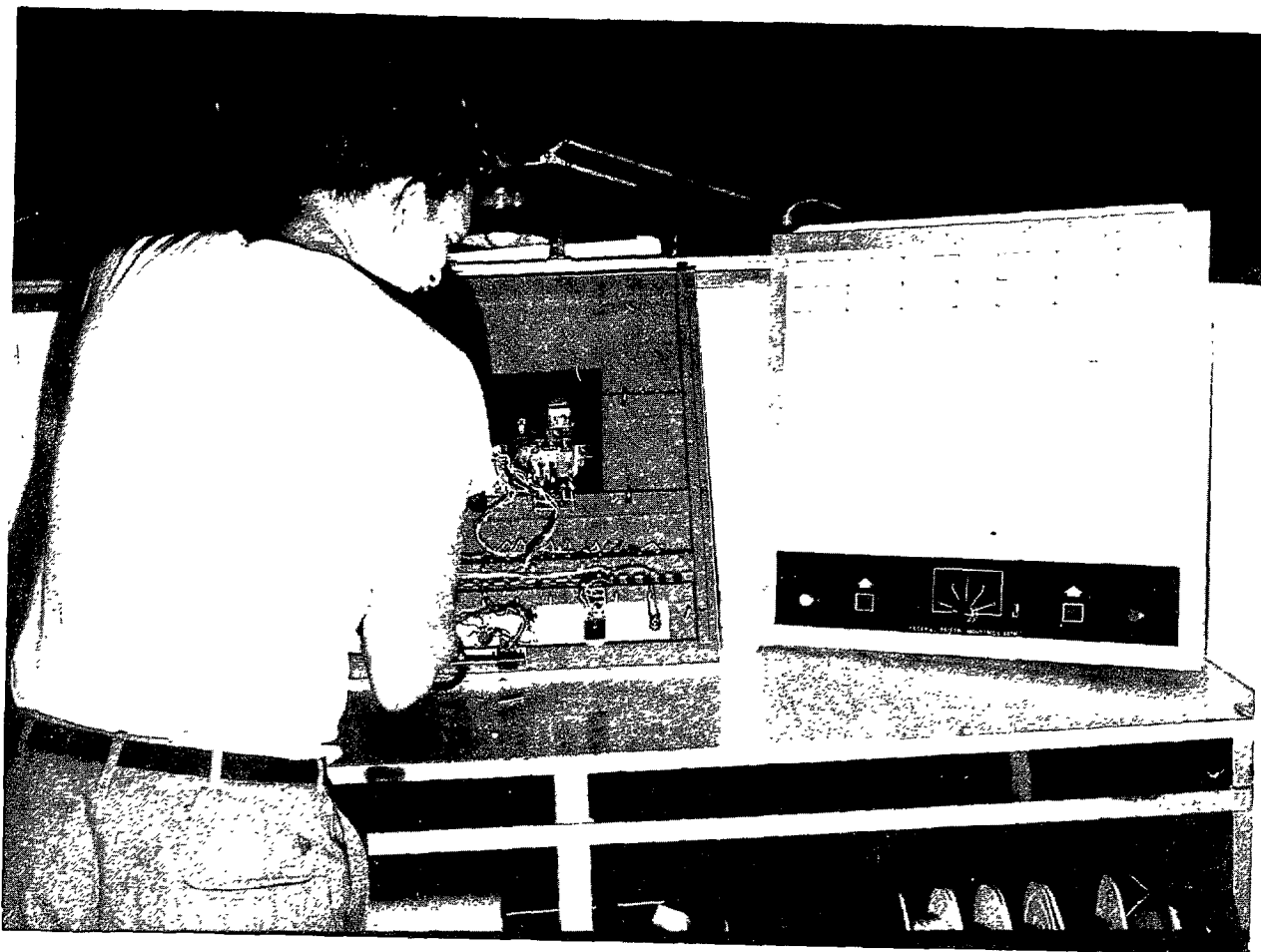


**KEY PUNCH TRAINING, TERMINAL ISLAND
CORRECTIONAL INSTITUTION**



**ENGLISH CLASS, TERMINAL ISLAND
CORRECTIONAL INSTITUTION**

BOP Photos



**BUILDING A TEACHING MACHINE--ELECTRONICS INDUSTRY,
McNEIL ISLAND PENITENTIARY**

BOP Photo

In its 1968 report on a study of education and training programs at BOP institutions in Milan, Michigan, and Terre Haute, Indiana, the Battelle Memorial Institute cited the following examples of the lack of an effective reward system for inmates.

"One inmate operates a loom in the textile mill and earns \$50 and three days of 'good time' [sentence reduction for good behavior] each month; another provides maintenance service for the mill and earns nothing. One man works as a clerk in the Education and Training Division and earns meritorious pay; another serves as an instructor or tutor and earns nothing. The inmate and staff alike feel that there are many inequities in the institutional reward system for inmates. When 'good time' and money are viewed as such precious rewards even the slightest of inequities is viewed as unfair."

The institute concluded that a more equitable reward system was obviously needed.

Rewards are based almost entirely on performance on prison industry jobs. Assignments to such jobs are voluntary, and wages range from 21 cents to 51 cents an hour. Only about one-fourth of the inmates work in FPI, and some industries have a waiting list for assignment. All non-industry assignments pay no wages, although inmates may earn meritorious service awards on some assignments.

BOP awards inmates up to \$50 a month for exceptionally meritorious or outstanding service. Most of these awards, which are generally much less than FPI wages, are granted for performance on jobs involving the maintenance and operation of the institutions. During fiscal year 1972, only 2 percent of the monetary awards were given to inmates participating in educational or vocational training programs and no monetary awards were paid to inmates participating in programs treating undesirable character traits.

BOP conducted a pilot study in 1971 to determine the feasibility of paying inmates \$10 to \$25 a month in \$5 increments for institutional maintenance and operations work. The study showed that paying wages to the inmates reduced their absenteeism and improved job stability.

Inmates not committed to life imprisonment may earn good time for obeying institution rules. In addition, inmates who work in FPI or at the prison camps and inmates who perform exceptionally meritorious service generally receive extra good time. Inmates who participate in other rehabilitation programs do not receive extra good time.

Some institution officials stated that the reward system is inequitable. For example, one official said the meritorious service award and extra good time system is inequitable because certain inmates' efforts often go unrewarded. Another official responsible for maintaining mechanical equipment at one institution stated that inmates who have considerable potential to learn crafts transfer to FPI because of the wages.

BOP officials told us that the traditional incentives of extra good time and pay are less effective than they might be because the law requires that they be awarded only for "outstanding services in institutional operations" and not for self-improvement. They stated that both the extent of and available funding for such awards were too limited. BOP, however, is conducting a demonstration project at one youth institution where inmates are rewarded for accomplishing assigned tasks. We were told that, as BOP assesses the effects of this project, it will request legislation providing for a broader and more flexible incentive system.

The Department of Justice commented that one of the greatest challenges facing the manager of a corrections program is encouraging offenders to enter rehabilitation programs. The Department noted that BOP is implementing a decentralized form of institutional operations called functional unit management which should increase participation in rehabilitation programs by expanding the inmate's role in selecting treatment activities. (See app. I.)

CONCLUSION

Many inmates are not participating in rehabilitation programs primarily because they lack motivation. The current monetary and reduced-time rewards do not motivate inmates to participate in all phases of rehabilitation.

We are not making any recommendations in view of BOP's efforts to develop a broader and more flexible incentive system and to insure a better tie-in between rewards and achievements of specific rehabilitative programs.

CHAPTER 3

EFFORTS TO TREAT

UNDESIRABLE CHARACTER TRAITS

Changing an inmate's attitudes and values is one of the most important objectives of rehabilitation. BOP institutions use various treatment methods designed to accomplish this objective.

Case files of 169 inmates released in July 1971 showed that institution officials had identified 142, or 84 percent, of the inmates as needing treatment for undesirable character traits. Only 43 (30 percent) participated in such programs.

A comparison of the number of persons needing treatment and the number receiving it follows.

| | <u>Needed treatment</u> | <u>Partic- ipated</u> |
|----------------------------|-----------------------------|---------------------------|
| Alcohol abuse | 37 | 17 |
| Drug abuse | 50 | 15 |
| Attitude problems (note a) | 116 | 39 |

^aBOP considers an inmate to have an attitude problem when he needs treatment in self-control, standards and values, interpersonal relationships, and/or aspirations.

Key institutional personnel told us that insufficient staffing made it difficult to identify needs and provide treatment. BOP is therefore transferring certain inmates to specialized centers for treatment and is training correctional officers in counseling. BOP has also recruited intensively in recent years to increase its staff of mental health employees and caseworkers.

LACK OF INMATE PARTICIPATION IN PROGRAMS

Some case histories of inmates not participating in needed rehabilitation programs follow.

Inmate Alex

Alex, 23 years old, was committed to a Federal young adult institution in 1970 for transporting a stolen automobile across State lines. He had an extensive prior juvenile crime record, including a commitment to a State institution for approximately 29 months. Alex admitted to prison officials that he had been using narcotics and dangerous drugs since he was 16.

Alex did not participate in any programs to alleviate the causes of drug addiction. He was paroled after 15 months, and his probation officer informed us that Alex began using narcotics immediately upon release. Eleven months after release, Alex was recommitted to a Federal correctional institution for armed robbery.

Inmate Bill

Bill, 21 years old, was committed to a Federal young adult institution in 1970 for transporting a stolen automobile across State lines. While a juvenile, he had been jailed four times for such offenses as automobile theft, petty larceny, chronic runaway, and attempted rape.

Examinations at three mental health facilities revealed that Bill was not mentally ill but was suffering from a sociopathic personality disturbance warranting major efforts toward building desirable character traits. Group counseling was recommended as treatment. The institution in which Bill was incarcerated, however, had no group counseling.

Bill was released in July 1971 after serving 16 months. Since release he has been fired from two jobs and has quit another. He has not been involved in any known criminal activity; however, his parole officer told us that he has a very volatile personality and that at times his actions are unpredictable.

Inmate Chuck

Chuck, 31 years old, was committed in 1966 to a Federal penitentiary for smuggling heroin into the United States from Mexico. His prior criminal record included two other commitments for narcotics violations.

Chuck has been a heroin addict since he was 15. He was to be transferred to a hospital for treatment of his addiction provided he "responded positively" during the first 18 months of his sentence. He did not respond positively; he received several misconduct reports for sniffing intoxicants and thus was not transferred. In July 1971 he was released after 4-1/2 years of imprisonment. Four months later he was convicted of car theft.

Inmate Doug

Doug, 37 years old, was committed to a Federal institution for interstate transportation of forged securities. He had an extensive arrest record which included three prior commitments.

Doug had a high school education and over 12 years experience as a machinist. His problem was related to excessive use of alcohol and, consequently, the classification team recommended that he attend Alcoholics Anonymous.

Doug was released after 10 months. During that time he did not attend Alcoholics Anonymous or receive any formal counseling or psychotherapy. Three months after his release he was arrested for receiving stolen property.

INSUFFICIENT STAFF TO HANDLE CASELOAD AND CORRECTIVE EFFORTS BEING TAKEN

BOP officials advised us that the number of psychologists and caseworkers is too small in relation to the number of inmates needing treatment but that steps are being taken to provide more counseling and psychotherapy.

One warden said that most inmates needed psychological treatment but that the lack of resources and qualified personnel usually precluded such treatment. Another official at the same institution told us that because of staff limitations the institution has no records showing inmates needing treatment and cannot provide counseling on a scheduled basis. (See ch. 6 for a discussion of BOP's inmate information system.)

We compared the size of professional psychological and caseworker staffs at the five institutions reviewed with the

staffing criteria established by the American Correctional Association.¹ According to the association, a prison should have at least one psychiatrist and three psychologists for 600 inmates and one caseworker for 30 to 150 inmates depending on the type of inmate, the rate of turnover, and the institution's mission. As of June 29, 1972, the five institutions had 6 fewer psychiatrists and 18 fewer psychologists than recommended.

| <u>Institution</u> <u>(population)</u> | <u>Psychiatrists</u> | | <u>Psychologists</u> | |
|---|---------------------------|------------------------------------|---------------------------|------------------------------------|
| | <u>Ac-</u> <u>tual</u> | <u>Staffing</u> <u>criteria</u> | <u>Ac-</u> <u>tual</u> | <u>Staffing</u> <u>criteria</u> |
| Lompoc (1,400) | 1 | 2 | 3 | 6 |
| Milan (600) | - | 1 | 1 | 3 |
| Terminal Island (900) | 2 | 1 | 2 | 3 |
| Leavenworth (2,200) | - | 3 | 1 | 9 |
| McNeil Island (1,200) | - | 2 | 2 | 6 |
| Total | <u>3</u> | <u>9</u> | <u>9</u> | <u>27</u> |

The number of inmates per caseworker at the 5 institutions ranged from 51 at Terminal Island women's facility to 270 at Leavenworth and averaged 1 caseworker for 159 inmates. Caseworkers at all five institutions told us that they do not have enough time to provide inmates with needed services. For example, the staff at one institution identified about 50 percent of the inmates as needing individual counseling, but a caseworker said that only a few inmates were being helped.

Efforts to provide more counseling and psychotherapy

BOP is attempting to expand counseling and psychotherapy opportunities for inmates by transferring those with severe mental disorders to specialized centers, by increasing the

¹The American Correctional Association is composed of persons engaged in correctional work or interested in furthering the objectives of the association, which include improving penal institutions throughout the country. Membership includes the present Director and two former Directors of BOP and various State correctional officials.

number of caseworkers, and by training its correctional officers in counseling.

Mental health services for BOP inmates are augmented by the BOP Springfield Medical Center in Missouri, which treats inmates having severe mental disorders. BOP is constructing the Federal Center for Correctional Research at Butner, North Carolina, to provide similar services. The institute will also conduct behavioral research of violent and dangerous offenders. The chief psychiatrist at one institution advised us that about 10 percent of its inmates are psychotic.

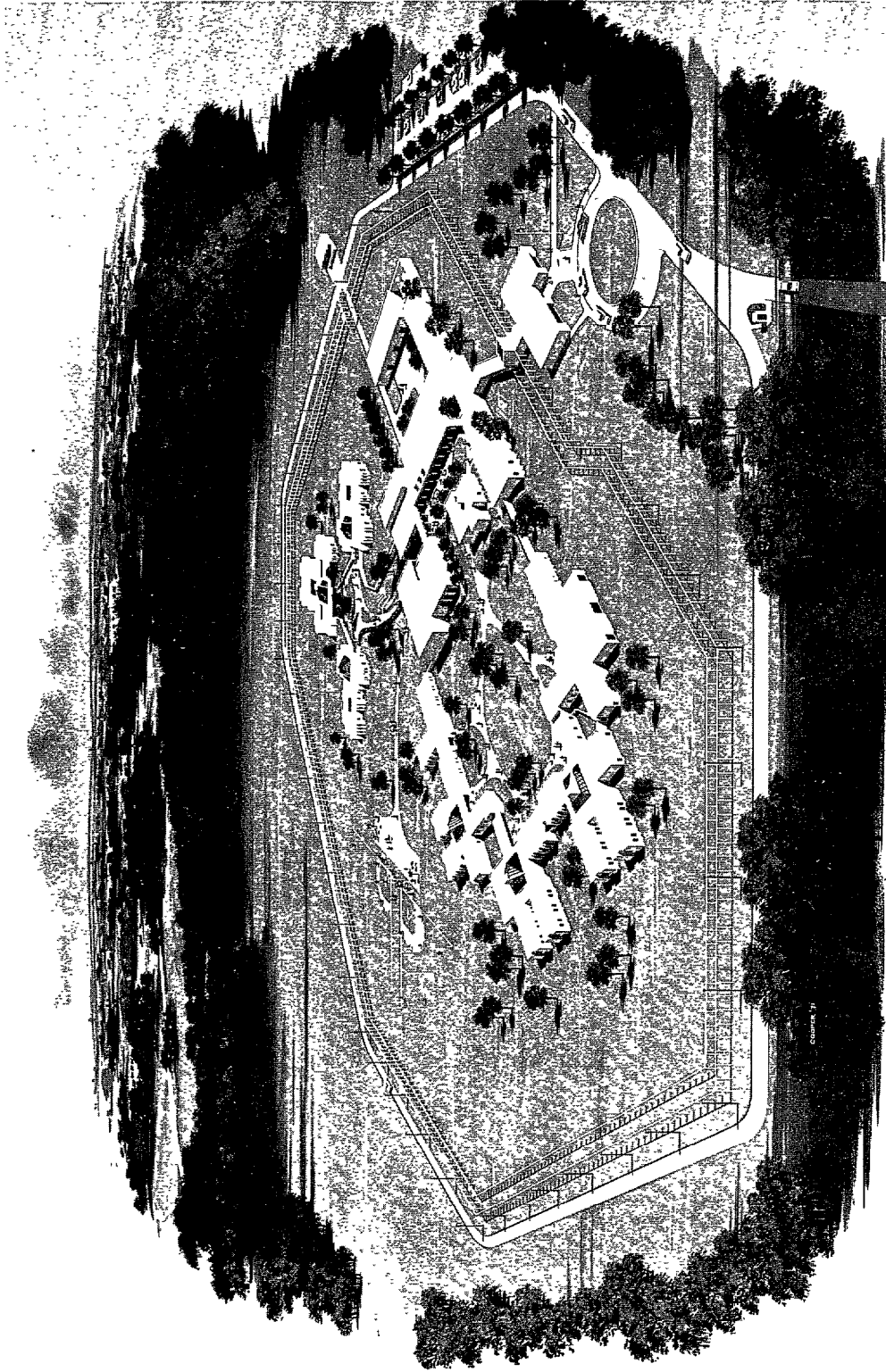
During fiscal year 1972, the National Institute of Mental Health transferred its Clinical Research Center in Fort Worth, Texas, to BOP. The projected population, according to BOP, will include geriatric cases, drug addicts, alcoholics, and psychiatric cases.

By 1982 BOP plans to reduce the caseworker-inmate ratio to an average of 1 to 42 throughout the Federal prison system. The following table compares, by type of institution, the caseworker-inmate ratio for fiscal year 1972 and BOP's goals for fiscal year 1973.

| <u>Type of institution</u> | <u>Caseworker-inmate ratio</u> | |
|----------------------------|--------------------------------|-------------|
| | <u>1972</u> | <u>1973</u> |
| Long-term adult | 1:200 | 1:175 |
| Short-term adult | 1:125 | 1:125 |
| Young adult | 1: 75 | 1: 65 |
| Youth | 1: 75 | 1: 65 |

In January 1970 BOP began a program to train all correctional officers in counseling and to assign some officers to counseling as a primary duty. Approximately 900 officers have been trained in counseling, and BOP hopes to have trained all officers by January 1974. This program is to give correctional officers who come in contact with inmates more frequently than any other staff personnel the basic tools for meaningfully assisting inmates.

As of October 1972, 215 correctional officers had been promoted to correctional counselors who assist caseworkers and counsel inmates. A BOP official told us that all of the



BOP Photo

MODEL FOR THE NEW FEDERAL CENTER FOR CORRECTIONAL RESEARCH
AT BUTNER, NORTH CAROLINA.

officers promoted to correctional counselors have undergone counseling training and have demonstrated a genuine willingness to assist inmates.

BOP told us that, in connection with its philosophy that the total environment (including all staff) is crucial to the rehabilitation process, all employees must now receive counseling training.

CONCLUSION

Correctional authorities have recognized that counseling and related programs for treating undesirable character traits are important aspects of rehabilitation. BOP is taking steps to maximize available resources in identifying needs and providing necessary treatment. We are not making any recommendations in view of BOP's efforts to increase the number of inmates receiving treatment.

CHAPTER 4

IMPROVEMENTS NEEDED IN TRAINING INMATES

IN MARKETABLE SKILLS

Recognizing that employment is important to keep ex-inmates from returning to crime, BOP established a goal to provide inmates lacking marketable skills the opportunity to acquire skills enabling them to earn a minimum of \$3 an hour. Many inmates, however, are not provided this opportunity and leave Federal prisons with no marketable skill.

Case histories of 169 inmates released in July 1971 showed that 91 had no marketable skills when they entered prison, 51 of these had no marketable skills when released, and 40 attained marketable skills while in prison.

Inmates may learn marketable skills through (1) work experience in FPI or institution maintenance and operation functions and (2) vocational training courses. But BOP has not set up FPI and operation and maintenance activities to meet this objective and has not identified or requested the additional resources required. As a result, FPI has not been fully effective in training inmates in marketable skills, little progress has been made in implementing formal on-the-job training in the maintenance and operation functions, and institutions do not have sufficient vocational training courses.

EMPLOYMENT IN PRISON INDUSTRIES

During fiscal year 1972, FPI conducted 51 industrial operations at 20 institutions and employed about 5,000 inmates. The legislation authorizing the creation of FPI requires the Attorney General to establish industries that provide inmates with a maximum opportunity to learn marketable skills. The legislation also provided that all sales must be made to Federal agencies and that FPI must not constrain or compete with private industry to the extent that an entire industry is affected adversely.

Most prison industries, such as furniture manufacturing and reconditioning, canvas goods manufacturing, and shoe

manufacturing, use many inmates and little automation. Although providing some skilled training, these industries, by their nature, have a large percentage of unskilled jobs. This is illustrated by a furniture manufacturing and reconditioning industry at one institution which employed 68 inmates. On the basis of Department of Labor standards, we determined that 24 inmates were assigned to jobs such as upholstering, which provided skilled training, whereas 44 inmates were assigned to jobs such as assembling and hand sanding, which provided little or no skilled training.

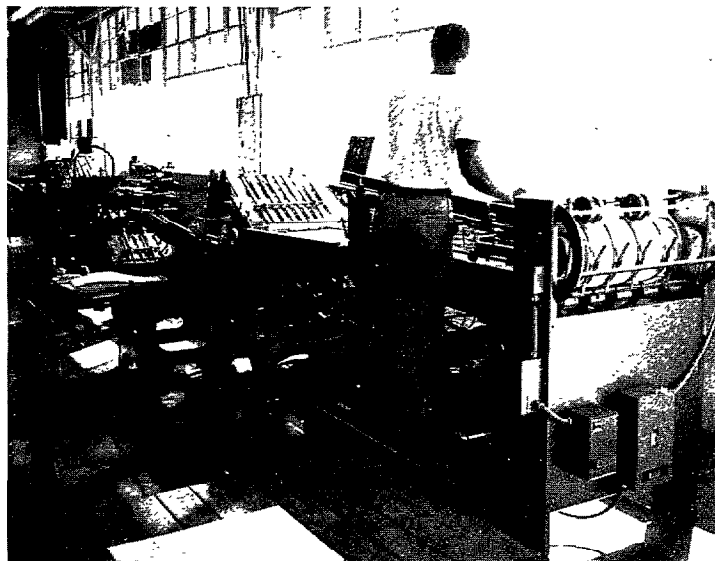
Management firms have told FPI that many inmates employed in its industries were not learning marketable skills because of limited training. Industries identified as not providing appropriate training were canvas goods manufacturing, shoe manufacturing, textiles, and furniture manufacturing and reconditioning. Sixty-one percent of the inmates employed by FPI at June 30, 1972, were working in these industries.

At the time of our review, neither BOP nor FPI had developed a plan for insuring that inmates were afforded opportunities to learn marketable skills. FPI has not classified its industries by their potential for equipping inmates with marketable skills and has no systematic method for rotating inmates from nonskilled to skilled training jobs within industries or for rotating inmates from nonskilled training jobs in industries to vocational training programs. BOP and FPI officials told us that the institutions are not required to assess the training potential of the industries or to report success in providing inmates with marketable skills.

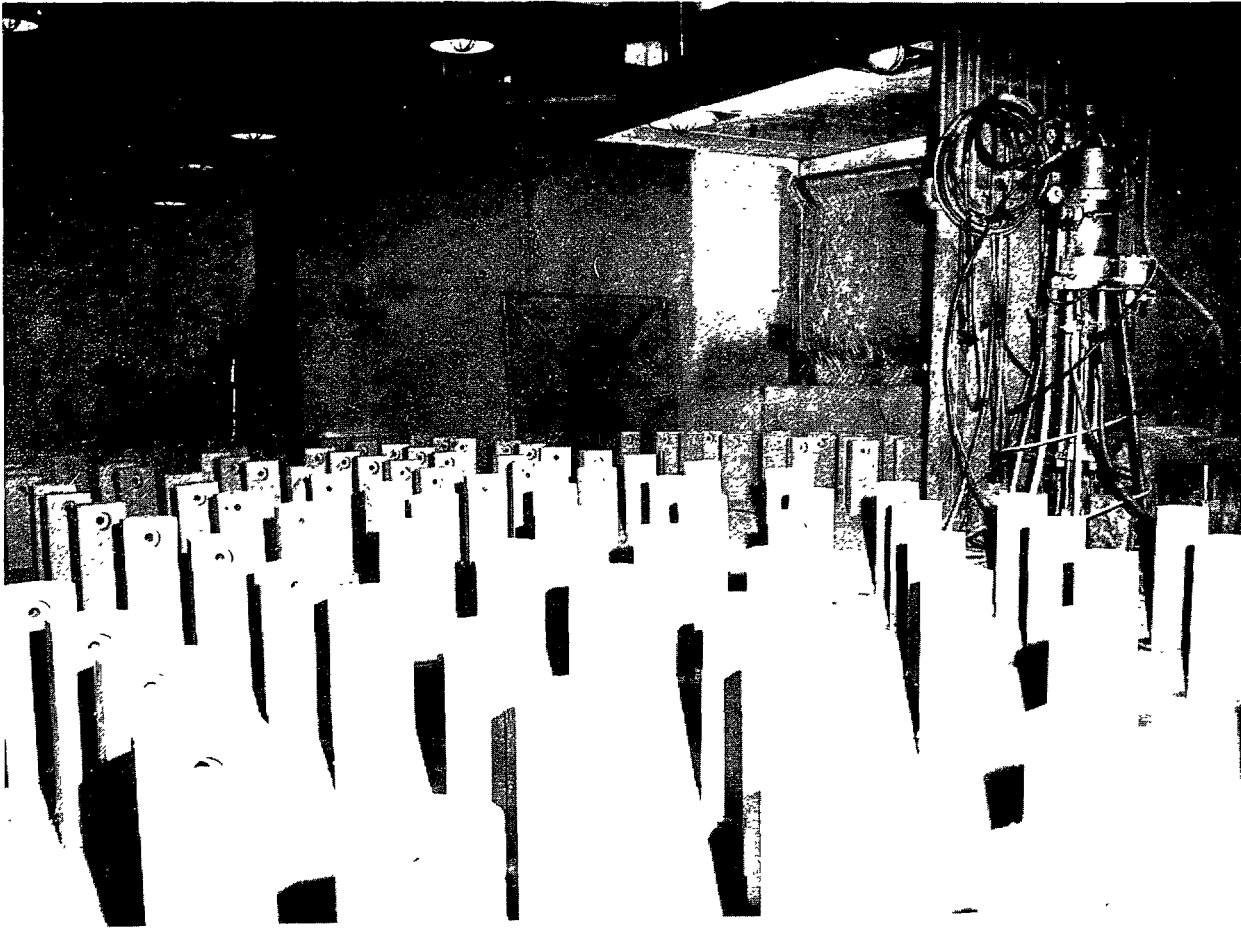
BOP and FPI have recognized the need to increase FPI's training capability. Some industrial shops have been closed because of their low skill-training potential. According to BOP, a market analysis being conducted by a newly created FPI division will identify new industries that can provide training in skills which can be used in private industry. Other recent actions include (1) obtaining an agreement with the Department of Agriculture to train inmates at Leavenworth in computer programming and (2) developing industrial programs which will provide for repairing and maintaining General Services Administration automobiles.



**ATTACHING BRUSH HANDLES, FPI BRUSH
INDUSTRY- -LEAVENWORTH PENITENTIARY**



**FOLDING MACHINE OPERATOR, FPI PRINT
PLANT- -LOMPOC CORRECTIONAL INSTITUTION**



BOP Photo

**WHEEL CHOCKS FOR AIRCRAFT DRYING IN SPRAY ROOM--FPI FURNITURE
INDUSTRY, McNEIL ISLAND PENITENTIARY**

FPI and BOP officials told us, however, that many FPI industries are primarily work programs and not training programs. Some inmates are incarcerated for many years, and industries keep them busy, enable them to develop good work habits, and enable them to earn money to help support their families while in prison and to help them upon release.

Limitations on prison industry operations

In establishing and operating prison industries, FPI must consider various legislative restrictions, including those pertaining to sales to non-Government agencies and

competition with private industry. Though we did not consider the effect of such limitations on FPI's efforts to provide employment and job skill training for Federal inmates, some correctional authorities have suggested that similar restrictions on State correctional agencies be eliminated.

Restrictions on prison industry operations was one of several correctional areas considered by the National Advisory Commission on Criminal Justice Standards and Goals¹ in its recent effort to develop uniform State and local criminal justice system standards that, according to the Commission, looked toward new dimensions and directions of growth unhampered by past practices that are no longer relevant or acceptable. In its preliminary report prepared for Federal, State, and local authorities, the Commission noted that such restrictions seriously hamper efforts to provide offenders with employment opportunities. The Commission suggested that each State with industrial programs operated by or for correctional agencies should amend by 1975 its statutory authorization for these programs so that they do not prohibit, among other things, the sale of products of prison industries on the open market, the employment of offenders by private enterprise at full market wages and comparable working conditions, and the payment of full market wages to offenders working in State-operated prison industries.

TRAINING THROUGH PRISON
MAINTENANCE AND OPERATION FUNCTIONS

BOP recognized that institutional maintenance and operation functions provide opportunities for training inmates in marketable skills. In July 1969 it directed the institutions to determine the on-the-job training potential in their maintenance and operations shops. As a result, BOP's Education Branch identified 21 occupations, such as barber, plumber, carpenter, and operating room technician, that had such potential. Twenty-one BOP institutions were

¹The National Advisory Commission on Criminal Justice Standards and Goals, comprising over 100 correctional authorities, worked for about 1 year to develop working-papers for presentation at the National Conference on Criminal Justice held in January 1973. Both the Commission and the conference received funding from the Law Enforcement Assistance Administration, Department of Justice.

each assigned a different occupation for program development. As of June 1972, 3 years later, 13 of the 21 institutions had submitted program outlines to BOP headquarters for approval. BOP had approved 10 outlines but had not distributed them to all institutions.

In August 1971, BOP also directed its institutions to contact State and local apprenticeship officials and Department of Labor regional representatives concerning requirements for apprentice training in maintenance and operations. As of June 1972, 12 institutions had made such contacts. Only two institutions had established apprenticeship programs, one of which was established in 1968. Six other institutions were considered by BOP officials to be in the "negotiating" stage with respect to obtaining fully approved and recognized apprenticeship programs.

VOCATIONAL TRAINING OPPORTUNITIES
LIMITED BY FPI FUNDING

Vocational training courses at each institution are funded from FPI profits. Such funding is subject to fiscal limitations imposed by the Congress. The number of vocational training courses varied considerably among institutions. One institution with about 1,400 inmates had seven programs and trained 445 inmates during fiscal year 1972. Another institution with about 2,200 inmates had 1 program and trained only 21 inmates. Most inmates in this institution are older, long-term offenders and BOP's policy is to allocate its limited resources to shorter-term and younger offenders.

During the last 2 fiscal years, because of reduced profits, FPI has not provided as many funds for vocational training as requested by BOP or authorized by the Congress.

| <u>Fiscal year</u> | <u>Requested by BOP</u> | <u>Authorized by the Congress</u> | <u>Provided by FPI</u> |
|--------------------|-------------------------|---------------------------------------|----------------------------|
| | -----(millions)----- | | |
| 1971 | \$4.4 | \$4.2 | \$3.5 |
| 1972 | 5.7 | 5.6 | 4.7 |

BOP officials informed us that new programs were curtailed, and planned contracts for inmate training by private industry were reduced about 90 percent due to insufficient funding.

INMATE VOCATIONAL TRAINING



SMALL ENGINE REPAIR



WELDING



AUTOMOTIVE MECHANICS

GAO Photos

CONCLUSIONS

Many inmates are leaving Federal institutions without adequate training in marketable skills. We recognize that FPI must provide some jobs which keep inmates busy and that FPI by law cannot compete with private industry to any great extent. We believe, however, that FPI can improve its effectiveness by evaluating its industries to determine the extent of job skill training provided and whether it should eliminate certain industries and establish others which offer more skilled training. A systematic method for rotating inmates from nonskilled training to skilled training or to vocational training programs is needed.

Prison maintenance and operation functions and apprenticeship programs offer additional opportunities for training in marketable skills; however, BOP has not fully exploited these opportunities by developing appropriate training programs.

At some institutions, inmates are not afforded the opportunity to participate in vocational training programs because programs have been limited by the lack of FPI funding.

RECOMMENDATIONS TO THE ATTORNEY GENERAL

We recommend that BOP

- work with FPI to develop and implement a plan that will increase the opportunities for inmates to acquire a marketable skill and
- increase management emphasis to insure that institutions establish on-the-job training and apprenticeship programs in maintenance and operation functions.

AGENCY COMMENTS AND OUR EVALUATION

The Department of Justice generally agreed with the recommendations. It noted that the availability of vocational training should not be subject to the changes in market demand for FPI products and indicated that the recently created FPI Industrial Programs Division was acting to correct the recent problem of reduced FPI profits and

the problem of industry job skill development. The new division is conducting a market analysis to develop more appropriate products and, according to the Department, will analyze all present industries in terms of training value and will seek to replace those which do not meet established criteria.

If this action fails to meet the needs for inmate vocational training programs, BOP should consider obtaining appropriated funding for vocational training. To the extent they become available, FPI funds could be used to reimburse appropriated funds.

CHAPTER 5

NEED FOR IMPROVED PRERELEASE

JOB PLACEMENT SERVICES

Although many factors affect an individual's success after release from confinement, BOP and other correctional authorities recognize that jobs offering self-respect and financial support will deter many former inmates from committing more crimes. Learning a marketable skill is important in obtaining such a job and so are job placement services.

BOP stated that it can:

- Prepare the inmate to obtain a job through prerelease employment counseling.
- Grant furloughs to permit inmates to look for jobs.
- Authorize work release and transfer inmates in pre-release status to community residential centers for guidance and help in employment, as well as in other areas of adjustment in the community.
- Assign community program officers to assist in job placement of nonresidents.

We examined the employment counseling and furlough programs at the institutions and the assistance provided by community program officers and found that many inmates were released without jobs and were unaware of available placement assistance. For example, case histories of 85 inmates, released in July 1971 and still under supervision 1 year later, showed that 57 had no jobs when released. We interviewed 153 inmates released in July 1972; 85 did not have jobs upon release. Of the 68 inmates with jobs, only 9 had obtained employment through BOP assistance programs.

BOP personnel told us that a committee of wardens and central office staff was being organized to deal with the problem of release readiness and to find ways to more systematically and effectively meet employment and related needs, such as clothing and funds available upon release.

PRERELEASE EMPLOYMENT COUNSELING

The prerelease employment counseling program consists of a series of lectures, seminars, and group sessions to improve inmates' abilities to obtain and hold jobs. Two of the 5 institutions had programs of 12 and 16 sessions, 1 had a limited program the associate warden described as weak, and 2 had no programs. Participation in the programs was voluntary. In contrast, officials at two State prisons told us that prerelease employment counseling was considered so important that attendance at prerelease employment sessions was mandatory.

Although BOP officials also considered prerelease guidance an important rehabilitation service, BOP has not required its institutions to conduct meaningful employment counseling programs. They advised us that guidelines are being developed for such programs.

FURLOUGHS

A furlough authorizes an inmate to leave an institution unescorted for a specified period. It may be granted to an inmate within 6 months before his release to enable him to meet with prospective employers, enroll in school, or arrange for a postrelease residence.

BOP policy provides that (1) institutions with young adults, short-term adults, and females should make liberal use of furloughs and (2) institutions with intermediate and long-term adults should respectively make conservative and limited use of furloughs. At the time of our review, however, BOP had not evaluated the institutions' use or the potential of furloughs for increasing inmate placements prior to release.

During fiscal year 1972, the 5 institutions granted furloughs to 263 male inmates to seek employment. The number of furloughs to seek employment and the ratio of furloughs to inmates released differed significantly among institutions.

| <u>Institution</u> | <u>Furloughs</u> | <u>Inmates released</u> | <u>Ratio of furloughs to releases</u> |
|--------------------------|------------------|-------------------------|---------------------------------------|
| Young adult: | | | |
| Lompoc | 2 | 449 | 1:225 |
| Milan | 177 | 324 | 1:2 |
| Short-term adult: | | | |
| Lompoc Camp | 49 | 242 | 1:5 |
| Intermediate-term adult: | | | |
| Terminal Island | 13 | 682 | 1:52 |
| Long-term adult: | | | |
| Leavenworth | 8 | 419 | 1:52 |
| McNeil Island | 1 | 144 | 1:144 |
| McNeil Island Camp | <u>13</u> | <u>182</u> | 1:14 |
| Total | <u>263</u> | <u>2,442</u> | |

Under BOP policy the institutions at Lompoc and Milan are authorized to liberally use furloughs. Yet actual use differed significantly. The warden at Lompoc told us that he had granted few furloughs to inmates because of potential adverse public reaction to criminal activity by inmates on furloughs. He makes liberal use of furloughs for Lompoc Camp inmates because the more trustworthy inmates are assigned there.

Lompoc had no records showing how many of the 51 furloughs resulted in jobs. Of the remaining 212 inmates granted furloughs by the other institutions, 30 percent (63) claimed to have found jobs. Information on total BOP use of furloughs was not available.

JOB PLACEMENT ASSISTANCE

BOP's community program officers are responsible for knowing about labor market conditions in their areas, maintaining close liaison with State employment offices, and placing former inmates in jobs. The officers also inspect local jails that provide short-term confinement of Federal prisoners. As of July 1972, BOP had 33 community program officers in 26 cities.

Generally, the community program officers do not attempt to place inmates in jobs before they are released. Their services are geared primarily to the former inmate although they may periodically visit nearby institutions and participate in employment counseling programs.

Of 153 inmates released in July 1972 from the five institutions, 130 told us they did not know that job placement services were offered by community program officers. Further, we followed up on 60 inmates released on parole during fiscal year 1972 in the Los Angeles area; 43 had no jobs when released. Only 16 of the 43 contacted the community program officers.

CONCLUSIONS

Most penal authorities agree that the firm promise of a job awaiting an inmate on his release will contribute to reestablishing community ties and provide an economic base for reentering society.

BOP has not sufficiently emphasized preparing inmates to obtain jobs. The content as well as the frequency of prerelease employment counseling significantly differed among the institutions visited.

In accordance with BOP policy, some inmates have been granted furloughs, but the extent to which furloughs have been granted varied considerably. Although some inmates granted furloughs reported success in obtaining employment, BOP had not evaluated furloughs as a prerelease placement tool. Community program officers have not actively participated with institutions or inmates in finding inmates employment before they are released.

RECOMMENDATIONS TO THE ATTORNEY GENERAL

We recommend that BOP intensify programs for assisting inmates in preparing for and obtaining employment before they are released.

Such programs should include:

--Comprehensive employment counseling for all inmates several months before they are released.

--Greater emphasis by community program officers and other Government-financed placement services on placing inmates in jobs before they are released.

BOP should also evaluate the use of furloughs to assist inmates in obtaining employment before release and to insure consistent use among similar institutions.

AGENCY COMMENTS

The Department of Justice generally agreed with the recommendations. It noted that BOP is taking steps to increase the use of furloughs as an employment placement tool.

CHAPTER 6

IMPROVED BASIS FOR DETERMINING

PROGRAM NEEDS, PROGRESS, AND SUCCESS

To effectively manage the Federal prison system's inmate rehabilitation activities, a comprehensive, accurate, and timely information system is necessary as a basis for planning, evaluating, and changing rehabilitation programs. BOP has taken steps to improve its ability to determine program needs and progress and to measure program success by obtaining data on postrelease activities of ex-offenders.

INMATE INFORMATION SYSTEM

BOP officials at both headquarters and institutions told us that available information systems have not provided timely data on the total number of inmates at each institution needing rehabilitation treatment or on the progress made in meeting the inmates' needs. Without such information, BOP has been hampered in determining the amount and kinds of resources required to adequately meet the educational, psychological, and employment needs of inmates.

In 1970 BOP began to develop a computerized inmate information system which will provide, among other things, information on identified rehabilitative needs of the inmates and the extent to which such needs have been and/or are being met through institution programs. In addition to the amount of time required to enter records for all inmates in the Federal penal institutions, some problems, such as determining the most appropriate data and reporting specifications and insuring the reliability of input data from the institutions, have delayed full implementation of the system. BOP officials expect data on all inmates in the Federal prison system to be available in October 1973. The information now being produced lists inmates who have not been assigned to needed programs.

The Department of Justice agreed that a comprehensive, accurate, and timely information system is critical to effective management. It said that BOP's information system has improved and will continue to improve management's ability to monitor the delivery of services.

POSTRELEASE DATA

Information on former inmates' success or lack of success in obtaining employment or furthering their education, the type jobs they obtain, and their adjustment to re-entry into the community provides a basis for evaluating rehabilitation programs and for identifying needed revisions.

BOP faces difficulties in tracing a person's activities after release from prison. Individuals who have served their full sentences and have been released without parole supervision are not required to provide any data to Federal authorities. The U.S. Probation Office, which supervises parolees, generally has information on their activities. Such information is available only while the individuals are under supervision, which ranges from a few days to several years.

BOP told us that the collection of information on former inmates through cooperation with the U.S. Probation Office is only a partial solution to the problem of obtaining postrelease data. Sixty-two percent of the inmates released in fiscal years 1971 and 1972 were released without supervision and are not accountable to the criminal justice system. In view of this lack of accountability, BOP continues to seek methods for obtaining postrelease data and recently arranged to obtain data on released offenders from the National Crime Information Center of the Federal Bureau of Investigation. A computer terminal linking BOP with the center was activated in February 1973 and will be used by BOP to obtain partial postrelease data for selected persons. (BOP now can ascertain who has been rearrested since January 1970.) BOP personnel stated, however, that Federal Bureau of Investigation arrest data in its present form must be used judiciously. According to BOP, studies have shown that less than one-third of those rearrested receive an additional sentence--the criterion for postrelease failure used by most studies--and that frequently the disposition of arrestees is unknown.

CONCLUSION

BOP is currently implementing an information system which will provide, among other data, centralized information on each inmate's identified rehabilitation needs and progress. Efforts are also being made to obtain sufficient

data on postrelease activities as a basis for program evaluations. Such data is necessary to determine the progress made in meeting rehabilitation needs and to identify needed program revisions.

CHAPTER 7

SCOPE OF REVIEW

Our review was directed toward BOP's efforts to prepare inmates for release and to increase their chances for success after release through educational, vocational, and related rehabilitative activities. We examined Federal prison legislation; pertinent BOP policies, procedures, correspondence, and documentation; and published literature related to inmate rehabilitation.

We interviewed BOP and State prison officials who administer rehabilitation programs and officials of the U.S. Board of Parole, U.S. Probation Offices, Department of Labor, and State employment agencies about various aspects of inmate rehabilitation. We analyzed inmates' case histories, interviewed inmates, and followed up on the post-release activities of 169 inmates released in July 1971. We also interviewed 153 inmates released in July 1972 to obtain data on their reactions to BOP rehabilitation programs.

We made our review at five institutions. (See app. III.) Though the results of any review of inmate case histories and rehabilitation progress could vary depending upon the institution selected for examination, the matters presented in this report are representative of the rehabilitation problems facing BOP.



Address Reply to the
Division Indicated
and Refer to Initials and Number

UNITED STATES DEPARTMENT OF JUSTICE

WASHINGTON, D.C. 20530

July 2, 1973

Mr. Daniel F. Stanton
Assistant Director
General Government Division
United States General Accounting Office
Washington, D. C. 20548

Dear Mr. Stanton:

This letter is in response to your request for comments on the draft report titled "Limited Success in Rehabilitating Federal Criminal Offenders."

Generally, we are in agreement with the report and its recommendations. The report calls attention to many of the weaknesses and deficiencies in the Federal Prison System which the Bureau is attempting to correct as additional resources are made available. In addition, the report frequently cites the progress made in response to the general need for upgrading correctional services and more specifically to the President's Thirteen Point Correctional Program shown in Appendix II of the draft report. However, we do believe there is a need to place certain statements contained in the report within the context of the basic mission of the Bureau of Prisons-- to protect society by crime reduction--and some of our comments are directed to that point. Other comments are directed to certain points discussed in the report which we believe require additional explanation or clarification.

As noted in pages ^[39 to 41] 15-18 of the report, a comprehensive, accurate and timely information system is critically important to effective management. The development by the Bureau since 1970 of an offender-based system which includes diagnostic and demographic information has and will continue to improve management's capability to monitor the delivery of Bureau services. Each institution

GAO note: Page references in this appendix have been changed to correspond to the pages of this report.

APPENDIX I

now regularly receives summary reports on inmate needs, planned activities and actual performance levels which are used by local and headquarters managers to assess the organization's success in meeting rehabilitation objectives.

One of the greatest challenges facing the manager of a corrections program is encouraging offenders to avail themselves of rehabilitation programs. Too frequently, past efforts have been based on some fad but with little relevance to the individual offender or ultimate post-release outcome. The report succinctly describes this problem (pages 21-23) and indicates [12 to 16] the statutory constraints on developing a more adequate and flexible reward system. Even within present constraints, however, implementation of "functional unit management," which is discussed later in our comments, will increase program participation by expanding the inmate's role in selecting various treatment activities.

[18 to 24]

Pages 25-31 of the report appropriately point out recent efforts to change criminal behavior and explain the Bureau's philosophy of utilizing a range of skill levels (counsellors, caseworkers, psychologists and psychiatrists), rather than simply relying on intermittent psychotherapy in response to crises. Since fiscal year 1971, mental health employees have increased 83 percent, from 35 to 64, and since fiscal year 1969, caseworkers increased by 40 percent, from 169 to 224. Intensive recruiting made these increases possible in the face of a national manpower shortage in mental health.

A parallel action by the Bureau, not mentioned in the report, is a decentralized form of institutional operations called "functional unit management." First attempted on a pilot basis at the Kennedy Youth Center and the Fort Worth Correctional Institution, the concept relates organizational structure to specific rehabilitation needs or objectives (e.g., drug abuse, a treatment typology, etc.), rather than arbitrary functional departments (e.g., education, custody, classification

and parole, etc.). This arrangement has several advantages: it affords a closer integration of various skills (social work, counseling, custodial, mental health, etc.); service delivery is located closer to the client; decisions are made by an interdisciplinary team which has continuous contact with an assigned group and is more familiar with an individual's unique problems; and improved inmate-staff relations make it possible to involve residents more completely in planning their own treatment program.

If a marketable skill is considered an important element in preventing a return to crime, the availability of vocational training should not be subject to the vagaries of market demand for products manufactured by Federal Prison Industries, Inc. Even though reduced profits have had a slightly dampening effect on training expenditures, a comparison of 1971 and 1972 on page 37 ⁽³⁰⁾ of the report reveals a substantial single year expenditure increase of \$1.3 million, or only \$100,000 below the increase of \$1.4 million authorized by Congress. When viewed in a broader time frame, the 1970-72 expenditure increase totals \$2.1 million. The ultimate effect of reduced profits on training is a recent problem and corrective actions are detailed below. Historically, the primary reason for creating correctional industries was to eliminate the widespread idleness common during that period and prevent the consequent mental and physical deterioration.

While there is general agreement on many of the points raised by the report, we believe an evaluation of an organization's effectiveness should be placed in historical perspective and with reference to its overall mission. Some examples will illustrate how the report fails to do that.

As implied by the report title, "Limited Success in Rehabilitating Federal Criminal Offenders", the review was limited to one of the Bureau's three major goals--rehabilitation. The overall mission of protecting society by reducing crime also involves the goals of custody and care. By limiting its scope and without sufficient qualification, we believe the report at times draws incorrect conclusions. Illustratively, on ⁽³⁰⁾ page 37: "Another institution with a population of 2,200 inmates had one program and trained only 21 inmates during the same period" (Fiscal 1972). Presumably, Leavenworth Penitentiary is the institution. The report

APPENDIX I

should note that Leavenworth's population is almost entirely long-term adults with extensive criminal careers for whom the most important goal is custody during a substantial portion of their sentences. Many of these inmates already have marketable skills, so a second goal is to provide a level of care which will prevent the potentially adverse effects of long-term incarceration. Since initiation of the RAPS classification system [17 and 8] described on pages 11-12, the Bureau's explicit policy has been to assign lower priority to the type of offender characterized by Leavenworth's population--older, recidivists with long sentences--and to concentrate limited resources on the younger inmate with fewer instances of prior criminal behavior.

Also, by concentrating on prerelease employment counseling, furloughs and employment placement officers, the study excluded a major avenue of locating post-release jobs--employment placement provided by community treatment centers. In the case of furlough [35 and 36] utilization covered by the study (pages 42-43), it should be noted that the Bureau has supported proposed legislation which would greatly increase the flexibility of applying this tool to prerelease employment placement. Constraints naturally limit the scope of any program review, but the report did not explore completely the employment placement aspects of the one Bureau program chosen for examination. A caveat should be added that not all releasees need placement assistance, because they are white collar, organized crime, immigration or similar offenders.

A somewhat misleading historical perspective is [39] illustrated by comparing a conclusion on page 15 with an observation of the following page: "BOP does not have a centralized informational system to provide data for determining the number and variety of rehabilitation programs required * * * nor the progress made in meeting [39] program objectives." This is followed on page 16 by a recognition that, "* * * in 1970 (the Bureau) began to develop * * * a system which will provide * * * information on identified rehabilitative needs of the inmates and the extent to which such needs have been and/or are being met through institutional programs." By rearranging the

sequence of paragraphs and adding appropriate qualifiers, the overall tone of this section would change. Similarly, the report correctly indicates (page 30) that the Bureau [22] has "a program to train all correctional officers in counseling," but page 25 refers to "training of some [18] correctional officers as counselors." Placed in the proper framework, we believe these and similar statements would tend to be less subject to misinterpretation and not detract from other important points raised in the report.

[25 to 28]

The draft properly highlights the fact (pages 33-35) that many industries currently operating within Federal institutions do not provide the kinds of jobs in which inmates can learn marketable skills. Even ignoring aspects of employment unrelated to skills development--family support, work habits, avoiding idleness--the fact remains that a certain proportion of the offender population can only perform relatively unskilled tasks. For example, using the Programming Aptitude Test as a screening device, approximately 50 inmates from a population of 2,200 were found suitable for computer programming training at Leavenworth. Thus, while highly technical service industries offer excellent prospects for post-release employment, few inmates can benefit. Recognizing this problem, Federal Prison Industries, Inc., recently created an Industrial Programs Division. One of its principal functions is to analyze all present industries in terms of training value and to actively seek replacements for those which do not meet established criteria.

The intent of this memorandum is not to detail each item which needs clarification. Rather, we have highlighted areas of general agreement regarding the major issues and have offered some examples of how the order of presentation of material or the failure to relate observations to a larger, more relevant context might be misleading to someone unfamiliar with the objectives of the correctional system.

APPENDIX I

We appreciate the opportunity given us to comment on the draft report. Should you have any further questions please feel free to contact us.

Sincerely,

A handwritten signature in black ink, appearing to read "Glen E. Pommerening". The signature is stylized with a large initial "G" and "E".

Glen E. Pommerening
Acting Assistant Attorney General
for Administration

WHITE HOUSE

SUMMARY OF THE PRESIDENT'S

13-POINT CORRECTIONAL PROGRAM

In abbreviated form, the thirteen points of President Nixon's directive to the Attorney General of November 13, 1969, are as follows:

1. Develop a ten-year plan for reforming our correctional activities.
2. Explore the feasibility of pooling the limited resources of several governmental units in order to set up specialized regional treatment facilities.
3. Give special emphasis to programs for juvenile offenders.
4. Expedite the design and construction of a Federal psychiatric study and treatment facility for mentally disturbed and violent offenders.
5. Develop recommendations for revising the federal laws relating to the handling of the mentally incompetent charged with a federal crime, serving a sentence for a federal crime or found not guilty solely because of a mental condition.
6. Expedite the planning and construction of federal demonstration centers for urban areas which would provide comprehensive, community-oriented facilities replacing the traditional jails.
7. Expand the federal program of technical assistance in corrections to state and local governments.
8. Provide new vocational, education and employment opportunities for persons on probation, in prison and on parole, enlisting the cooperation of private agencies.

APPENDIX II

9. Expand training programs for correctional personnel at the federal, state and local level.
10. Study the feasibility of making the federal correctional system more effective through closer coordination of existing programs.
11. Expand the use of "half-way house" Community Treatment Centers to include offenders on probation and parole, and assist in the development of similar programs at state and local levels.
12. Institute a comprehensive program of research, experimentation and evaluation of correctional methods.
13. Coordinate and consolidate correctional programs among Federal agencies.

APPENDIX III

SELECTED DATA ON BOP INSTITUTIONS REVIEWED

JULY 1972

| <u>Institution</u> | <u>Description</u> | <u>Number of staff</u> | <u>Inmates</u> | | |
|--------------------------------|---|--------------------------------|------------------------------|---------------------|--------------|
| | | | | <u>Men</u> | <u>Women</u> |
| Terminal Island, California | Intermediate-term adult institution with men and women facilities | 273 | Number | 765 | 154 |
| | | | Median age | 36 | 29 |
| | | | Average sentence (months) | 43 | 62 |
| | | | | <u>Institution</u> | <u>Camp</u> |
| Lompoc, California | Young adult institution and short-term adult camp | 348 | Number | 1,054 | 320 |
| | | | Median age | 23 | 33 |
| | | | Average sentence (months) | 67 | 45 |
| Milan, Michigan | Young adult institution | 232 | Number | 579 | |
| | | | Median age | 23 | |
| | | | Average sentence (months) | 70 | |
| | | | | <u>Penitentiary</u> | <u>Camp</u> |
| McNeil Island, Washington | Long-term adult penitentiary and camp | 325 | Number | 905 | 258 |
| | | | Median age | 36 | 39 |
| | | | Average sentence (months) | 131 | 81 |
| Leavenworth, Kansas | Long-term adult penitentiary | 452 | Number | 2,162 | |
| | | | Median age | 38 | |
| | | | Average sentence (months) | 141 | |

SELECTED DATA ON INMATES RELEASED IN

JULY 1971 INCLUDED IN GAO STUDY

| <u>Age</u> | Intelli- gence quotient (IQ) | <u>Highest grade completed</u> | <u>Prior commit- ments</u> | Time served current commit- ment (months) | <u>Status at cur- rent commitment</u> | |
|------------|---------------------------------------|--|------------------------------------|--|---|------------------------|
| | | | | | <u>6th-grade reading level</u> | <u>High school</u> |
| Lompoc: | | | | | | |
| 23 | 114 | 10 | 3 | 44 | Yes | No |
| 24 | 119 | 11 | 3 | 51 | Yes | Yes |
| 21 | 99 | 8 | 2 | 13 | Yes | No |
| 24 | 111 | 9 | - | 12 | Yes | Yes |
| 20 | 101 | 10 | 1 | 16 | No | No |
| 24 | 116 | 10 | 1 | 13 | Yes | Yes |
| 24 | 128 | 15 | - | 16 | Yes | Yes |
| 21 | 112 | 10 | - | 12 | Yes | No |
| 23 | 79 | 9 | 1 | 12 | No | No |
| 20 | 107 | 9 | 4 | 15 | No | No |
| 20 | 103 | 7 | 1 | 26 | No | No |
| 26 | 109 | 12 | - | 11 | Yes | Yes |
| 21 | 120 | 9 | 3 | 20 | Yes | Yes |
| 24 | 105 | 10 | 1 | 9 | Unknown | No |
| 25 | 107 | 9 | 1 | 13 | Yes | No |
| 22 | 114 | 7 | 1 | 15 | Yes | No |
| 22 | 114 | 9 | 4 | 13 | Yes | No |
| 22 | 120 | 12 | 1 | 19 | Yes | Yes |
| 29 | 103 | 9 | 3 | 35 | Yes | No |
| 26 | 109 | 8 | 4 | 14 | Yes | No |
| 24 | 110 | 10 | 3 | 24 | Yes | No |
| 27 | 119 | 8 | - | 21 | No | No |
| 20 | 106 | 12 | 2 | 4 | Yes | No |
| 21 | 118 | 12 | 2 | 27 | Yes | Yes |
| 24 | 96 | 7 | 3 | 24 | No | No |
| 22 | 107 | 12 | - | 5 | Yes | Yes |
| 21 | 104 | 10 | 3 | 26 | Yes | No |
| 25 | 114 | 12 | - | 19 | Yes | Yes |
| 21 | 97 | 11 | 1 | 19 | Yes | No |
| 23 | 109 | 11 | 1 | 48 | Yes | No |
| 21 | 106 | 10 | - | 25 | Yes | No |
| 25 | 125 | 14 | - | 3 | Yes | Yes |
| 29 | 96 | 10 | 6 | 21 | Yes | Yes |
| 24 | 112 | 13 | - | 3 | Yes | Yes |

APPENDIX IV

| <u>Status at current commitment</u> | | <u>Status when released</u> | | | <u>Job when released</u> | <u>Arrested after 7-71 (note c)</u> |
|-------------------------------------|---------------------------------|-----------------------------------|--------------------------|--|--------------------------|-------------------------------------|
| <u>Market-able skill</u> | <u>Character trait problems</u> | <u>Minimum education (note a)</u> | <u>Market-able skill</u> | <u>Treated for character problems (note b)</u> | | |
| No | Yes | Yes | Yes | No | No | No |
| No | Yes | Yes | Yes | No | No | Yes |
| No | Yes | No | Yes | No | Yes | No |
| No | Yes | Yes | Yes | Yes | No | No |
| No | Yes | No | Yes | No | No | Yes |
| No | Yes | Yes | Yes | No | No | Yes |
| No | Yes | Yes | Yes | No | No | Yes |
| No | Yes | Yes | No | No | No | Yes |
| No | Yes | No | No | Yes | No | No |
| No | Yes | No | No | Yes | No | Yes |
| No | Yes | Yes | Yes | Yes | Yes | No |
| No | Yes | Yes | No | No | No | No |
| Yes | Yes | No | Yes | No | No | Yes |
| No | Yes | No | No | No | No | No |
| No | Yes | No | No | No | Yes | Yes |
| No | Yes | No | No | No | No | No |
| No | Yes | Yes | Yes | No | No | Yes |
| Yes | Yes | No | Yes | No | Yes | Yes |
| No | Yes | Yes | Yes | Yes | No | Yes |
| No | Yes | No | No | Yes | No | Yes |
| No | Yes | No | No | No | No | No |
| No | Yes | No | No | No | No | Yes |
| No | Yes | Yes | Yes | No | No | No |
| No | Yes | No | Yes | No | No | Yes |
| No | No | Yes | No | Yes | No | No |
| No | Yes | Yes | Yes | No | No | Yes |
| No | Yes | Yes | Yes | No | Yes | No |
| No | Yes | Yes | Yes | No | No | Yes |
| No | Yes | Yes | No | Yes | No | No |
| No | Yes | Yes | No | Yes | No | No |
| No | Yes | Yes | No | No | Yes | No |
| No | No | Yes | No | No | No | Yes |
| Yes | Yes | Yes | Yes | No | No | No |

| <u>Age</u> | Intelli- gence quotient (IQ) | <u>Highest grade completed</u> | <u>Prior commit- ments</u> | Time served current commit- ment (months) | <u>Status at cur- rent commitment</u> | |
|------------|---------------------------------------|--|------------------------------------|--|---|------------------------|
| | | | | | <u>6th-grade reading level</u> | <u>High school</u> |

Lompoc (continued):

| | | | | | | |
|----|---------|----|---|----|-----|-----|
| 28 | 90 | 10 | 2 | 14 | Yes | No |
| 23 | 122 | 12 | 2 | 21 | Yes | Yes |
| 21 | 107 | 11 | 1 | 20 | Yes | No |
| 22 | 102 | 11 | 2 | 12 | Yes | No |
| 30 | 113 | 9 | 4 | 33 | Yes | No |
| 28 | 104 | 11 | 9 | 27 | Yes | No |
| 24 | Unknown | 12 | 1 | 5 | Yes | Yes |
| 23 | 104 | 11 | 4 | 32 | Yes | No |
| 25 | 110 | 12 | - | 22 | Yes | Yes |
| 27 | 106 | 11 | - | 30 | Yes | No |
| 22 | 104 | 12 | - | 20 | Yes | Yes |

Lompoc Camp:

| | | | | | | |
|----|---------|----|---|----|-----|-----|
| 32 | 89 | 8 | 5 | 38 | No | No |
| 23 | 110 | 11 | 5 | 31 | Yes | No |
| 24 | 106 | 14 | - | 11 | Yes | Yes |
| 34 | 90 | 12 | - | 11 | Yes | Yes |
| 52 | 111 | 12 | 1 | 27 | Yes | Yes |
| 43 | 102 | 9 | 3 | 56 | Yes | No |
| 28 | Unknown | 14 | - | 20 | Yes | Yes |
| 45 | 112 | 12 | - | 12 | Yes | Yes |
| 32 | 97 | 10 | 4 | 30 | Yes | No |
| 25 | 115 | 11 | - | 10 | Yes | No |
| 33 | 95 | 12 | - | 12 | Yes | Yes |
| 45 | 116 | 12 | 6 | 8 | Yes | Yes |

Milan:

| | | | | | | |
|----|-----|----|---|----|-----|-----|
| 21 | 98 | 9 | - | 9 | No | No |
| 24 | 129 | 12 | - | 14 | Yes | Yes |
| 27 | 123 | 10 | - | 11 | Yes | No |
| 24 | 114 | 10 | 2 | 10 | Yes | No |
| 20 | 91 | 12 | - | 6 | Yes | Yes |
| 23 | 100 | 10 | - | 13 | No | No |
| 21 | 100 | 12 | 1 | 14 | Yes | Yes |
| 21 | 99 | 11 | 2 | 15 | No | No |
| 24 | 104 | 11 | - | 20 | Yes | No |

APPENDIX IV

| <u>Status at current commitment</u> | | <u>Status when released</u> | | | <u>Job when released</u> | <u>Arrested after 7-71 (note c)</u> |
|-------------------------------------|---------------------------------|-----------------------------------|--------------------------|--|--------------------------|-------------------------------------|
| <u>Market-able skill</u> | <u>Character trait problems</u> | <u>Minimum education (note a)</u> | <u>Market-able skill</u> | <u>Treated for character problems (note b)</u> | | |
| Yes | Yes | Yes | Yes | No | No | No |
| No | Yes | Yes | Yes | Yes | No | Yes |
| No | Yes | Yes | Yes | No | No | No |
| No | Yes | Yes | No | No | No | Yes |
| No | Yes | No | No | No | No | No |
| No | Yes | Yes | Yes | Yes | No | Yes |
| No | Yes | Yes | No | Yes | No | Yes |
| Yes | Yes | No | Yes | Yes | No | No |
| No | Yes | Yes | Yes | No | No | No |
| No | No | Yes | Yes | No | Yes | No |
| No | Yes | Yes | No | No | No | No |
| Yes | No | No | Yes | No | Unknown | No |
| No | No | Yes | Yes | No | Yes | Yes |
| No | Yes | Yes | No | No | Yes | No |
| Yes | Yes | Yes | Yes | No | Unknown | No |
| Yes | Yes | Yes | Yes | Yes | No | No |
| Yes | Yes | No | Yes | No | Yes | No |
| No | No | Yes | No | No | No | No |
| Yes | No | Yes | Yes | No | Yes | No |
| No | No | Yes | Yes | No | No | Yes |
| No | No | Yes | No | No | No | No |
| No | No | Yes | Yes | No | Yes | No |
| Yes | No | Yes | Yes | No | No | No |
| No | Yes | No | Yes | No | No | No |
| No | Yes | Yes | No | No | No | Yes |
| No | Yes | Yes | Yes | No | No | No |
| Yes | Yes | Yes | Yes | No | Yes | Yes |
| Yes | Yes | No | Yes | Yes | Yes | Yes |
| Yes | Yes | Yes | Yes | No | No | No |
| No | Yes | No | No | Yes | No | Yes |
| No | Yes | Yes | Yes | No | No | Yes |

| <u>Age</u> | Intelligence quotient (IQ) | <u>Highest grade completed</u> | <u>Prior commit- ments</u> | <u>Time served current commit- ment (months)</u> | <u>Status at cur- rent commitment</u> | |
|------------|----------------------------------|--|------------------------------------|--|---|------------------------|
| | | | | | <u>6th-grade reading level</u> | <u>High school</u> |

Milan (continued):

| | | | | | | |
|----|-----|----|---|----|-----|-----|
| 21 | 104 | 11 | - | 12 | Yes | No |
| 25 | 111 | 15 | - | 11 | Yes | Yes |
| 20 | 120 | 8 | 4 | 16 | Yes | No |
| 20 | 104 | 9 | 2 | 9 | Yes | No |
| 20 | 110 | 9 | - | 21 | Yes | No |
| 21 | 117 | 10 | - | 27 | Yes | Yes |
| 21 | 104 | 11 | 1 | 13 | Yes | Yes |
| 25 | 105 | 10 | 1 | 22 | Yes | Yes |
| 24 | 112 | 12 | - | 14 | Yes | Yes |
| 23 | 102 | 11 | 3 | 20 | No | No |
| 23 | 94 | 9 | 1 | 13 | Yes | No |
| 23 | 96 | 8 | 1 | 4 | Yes | No |
| 25 | 117 | 10 | 2 | 3 | Yes | Yes |
| 26 | 115 | 12 | 3 | 20 | Yes | Yes |
| 24 | 95 | 8 | 1 | 27 | Yes | No |
| 22 | 93 | 7 | 2 | 25 | No | No |

Leavenworth Penitentiary:

| | | | | | | |
|----|---------|----|----|----|---------|-----|
| 44 | 96 | 9 | 7 | 40 | Yes | No |
| 54 | 76 | 3 | 24 | 17 | No | No |
| 51 | 104 | 6 | 8 | 39 | No | No |
| 40 | 109 | 11 | 7 | 16 | Yes | No |
| 36 | 108 | 10 | 1 | 21 | Yes | No |
| 57 | 114 | 3 | 12 | 20 | Yes | No |
| 33 | 103 | 11 | 1 | 44 | Yes | No |
| 42 | 120 | 10 | 4 | 35 | Yes | Yes |
| 61 | 96 | 9 | 4 | 30 | Unknown | No |
| 61 | Unknown | 8 | 8 | 28 | Yes | No |
| 43 | 105 | 12 | 5 | 9 | Yes | Yes |
| 46 | 122 | 12 | 10 | 25 | Yes | Yes |
| 31 | 105 | 10 | 2 | 6 | Yes | No |
| 33 | 98 | 10 | 2 | 42 | Yes | No |
| 34 | 106 | 8 | 2 | 16 | Yes | No |
| 33 | 121 | 11 | 6 | 16 | Yes | No |
| 50 | 121 | 12 | 1 | 53 | Yes | Yes |
| 30 | 104 | 11 | 2 | 23 | Yes | No |
| 38 | 110 | 6 | 3 | 47 | Yes | No |

APPENDIX IV

| <u>Status at current commitment</u> | | <u>Status when released</u> | | | <u>Job when released</u> | <u>Arrested after 7-71 (note c)</u> |
|-------------------------------------|---------------------------------|-----------------------------------|--------------------------|--|--------------------------|-------------------------------------|
| <u>Market-able skill</u> | <u>Character trait problems</u> | <u>Minimum education (note a)</u> | <u>Market-able skill</u> | <u>Treated for character problems (note b)</u> | | |
| No | Yes | Yes | Yes | Yes | No | No |
| Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| No | Yes | Yes | Yes | No | No | No |
| No | Yes | Yes | Yes | No | No | Yes |
| Yes | Yes | Yes | Yes | No | No | No |
| No | Yes | Yes | Yes | No | No | Yes |
| No | Yes | Yes | Yes | Yes | No | Yes |
| Yes | Yes | Yes | Yes | No | No | No |
| Yes | Yes | Yes | Yes | Yes | Yes | No |
| No | Yes | No | No | No | No | No |
| Yes | Yes | No | Yes | Yes | No | Yes |
| No | Yes | No | Yes | No | No | No |
| Yes | Yes | Yes | Yes | Yes | No | Yes |
| Yes | Yes | Yes | Yes | No | No | Yes |
| No | Yes | No | Yes | Yes | No | Yes |
| No | Yes | No | No | No | No | Yes |
| Yes | Yes | Yes | Yes | No | Yes | No |
| Yes | Yes | No | Yes | No | No | Yes |
| Yes | Yes | No | Yes | No | No | No |
| Yes | Yes | No | Yes | No | Yes | No |
| Yes | Yes | No | Yes | No | No | Yes |
| No | Yes | No | No | No | No | No |
| Yes | Yes | Yes | Yes | No | No | No |
| Yes | Yes | No | Yes | No | Yes | No |
| Yes | Yes | No | Yes | No | No | Yes |
| Yes | Yes | Unknown | Yes | No | No | Yes |
| Yes | Yes | Yes | Yes | No | No | Yes |
| Yes | No | Yes | Yes | No | No | Yes |
| Yes | No | No | Yes | No | No | Yes |
| Yes | No | No | Yes | No | Yes | No |
| Yes | Yes | No | Yes | No | No | Yes |
| Yes | Yes | No | Yes | No | No | No |
| Yes | Yes | Yes | Yes | No | No | No |
| Yes | Yes | No | Yes | No | Yes | No |
| Yes | Yes | No | Yes | No | No | Yes |

| <u>Age</u> | Intelli- gence quotient (IQ) | <u>Highest grade completed</u> | <u>Prior commit- ments</u> | Time served current commit- ment (months) | <u>Status at cur- rent commitment</u> | |
|------------|---------------------------------------|--|------------------------------------|--|---|------------------------|
| | | | | | <u>6th-grade reading level</u> | <u>High school</u> |

Leavenworth Penitentiary (continued):

| | | | | | | |
|----|---------|----|---|----|---------|-----|
| 42 | 122 | 12 | 3 | 42 | Yes | Yes |
| 51 | 96 | 7 | 9 | 24 | Yes | No |
| 37 | Unknown | 10 | 3 | 24 | Unknown | No |
| 29 | 112 | 8 | 2 | 57 | No | No |
| 36 | 120 | 9 | 4 | 36 | Yes | No |

McNeil Island Penitentiary :

| | | | | | | |
|----|---------|----|----|-----|-----|-----|
| 49 | 96 | 12 | 4 | 30 | Yes | Yes |
| 32 | 95 | 9 | 6 | 35 | Yes | No |
| 38 | 113 | 12 | 4 | 16 | Yes | Yes |
| 44 | 123 | 7 | 7 | 54 | Yes | Yes |
| 28 | Unknown | 11 | 5 | 26 | Yes | No |
| 26 | 88 | 11 | 3 | 13 | Yes | No |
| 44 | 111 | 12 | 2 | 128 | Yes | Yes |
| 29 | 117 | 12 | 3 | 16 | Yes | Yes |
| 26 | Unknown | 9 | 5 | 18 | Yes | No |
| 26 | 95 | 12 | 1 | 30 | Yes | Yes |
| 50 | 125 | 8 | 7 | 31 | Yes | No |
| 35 | 110 | 12 | - | 27 | Yes | Yes |
| 51 | 118 | 7 | 15 | 16 | Yes | No |
| 32 | 89 | 9 | 1 | 36 | No | No |
| 42 | 117 | 9 | 4 | 9 | Yes | No |

McNeil Island Camp:

| | | | | | | |
|----|---------|----|---|----|-----|-----|
| 24 | 115 | 12 | - | 17 | Yes | Yes |
| 51 | 85 | 8 | - | 55 | No | No |
| 34 | Unknown | 12 | 2 | 37 | Yes | Yes |
| 49 | 123 | 12 | 3 | 28 | Yes | Yes |
| 26 | 119 | 12 | - | 27 | Yes | Yes |
| 30 | 116 | 12 | - | 19 | Yes | Yes |

APPENDIX IV

| <u>Status at current commitment</u> | | <u>Status when released</u> | | | <u>Job when released</u> | <u>Arrested after 7-71 (note c)</u> |
|-------------------------------------|---------------------------------|-----------------------------------|--------------------------|--|--------------------------|-------------------------------------|
| <u>Market-able skill</u> | <u>Character trait problems</u> | <u>Minimum education (note a)</u> | <u>Market-able skill</u> | <u>Treated for character problems (note b)</u> | | |
| Yes | Yes | Yes | Yes | No | No | No |
| Yes | Yes | No | Yes | No | No | Yes |
| No | Yes | Unknown | No | No | No | Deceased |
| No | Yes | No | No | No | No | Yes |
| Yes | Yes | No | Yes | No | Yes | No |
| Yes | Yes | Yes | Yes | No | No | Yes |
| No | Yes | Yes | No | Yes | Yes | No |
| Yes | No | Yes | Yes | No | Yes | No |
| No | Yes | Yes | Yes | No | No | No |
| No | No | Yes | No | No | No | No |
| Yes | Yes | No | Yes | No | No | No |
| Yes | Yes | Yes | Yes | Yes | No | Yes |
| No | Yes | No | No | No | No | Yes |
| Yes | Yes | No | Yes | No | No | Deceased |
| Yes | Yes | Yes | Yes | No | No | Yes |
| Yes | Yes | Yes | Yes | No | No | No |
| No | Yes | No | No | No | No | No |
| Yes | Yes | Yes | Yes | No | No | Yes |
| No | No | Yes | No | No | No | No |
| Yes | No | Yes | Yes | No | Yes | No |
| Yes | Yes | Yes | Yes | No | No | No |

| <u>Age</u> | Intelligence quotient (IQ) | <u>Highest grade completed</u> | <u>Prior commit- ments</u> | Time served current commit- ment (months) | <u>Status at cur- rent commitment</u> | |
|------------|----------------------------------|--|------------------------------------|--|---|------------------------|
| | | | | | <u>6th-grade reading level</u> | <u>High school</u> |

McNeil Island Camp (continued):

| | | | | | | |
|----|---------|---------|---|----|---------|-----|
| 41 | 122 | 12 | - | 12 | Yes | Yes |
| 49 | Unknown | Unknown | 7 | 10 | No | No |
| 31 | Unknown | 7 | 2 | 2 | Unknown | No |
| 57 | 112 | 4 | 6 | 23 | Yes | No |
| 49 | 116 | 8 | 6 | 12 | Yes | No |
| 30 | 125 | 12 | 2 | 23 | Yes | Yes |
| 32 | 93 | 8 | 5 | 8 | No | No |

Terminal Island--Men's Division:

| | | | | | | |
|----|---------|----|---|----|---------|---------|
| 56 | 117 | 10 | 9 | 24 | Yes | No |
| 34 | Unknown | 11 | 4 | 10 | No | No |
| 56 | 132 | 13 | - | 4 | Yes | Yes |
| 30 | Unknown | 13 | - | 21 | Yes | Yes |
| 35 | 92 | 12 | 6 | 19 | Yes | Yes |
| 45 | 102 | 8 | - | 9 | Unknown | No |
| 30 | 90 | 9 | 1 | 5 | Yes | No |
| 44 | 95 | 6 | - | 36 | Yes | No |
| 30 | 77 | 11 | 3 | 3 | Yes | No |
| 61 | 87 | 9 | 5 | 37 | Unknown | No |
| 50 | 108 | 10 | 5 | 8 | Yes | No |
| 49 | Unknown | 11 | - | 8 | Unknown | Unknown |
| 52 | 108 | 6 | 1 | 13 | Yes | No |
| 11 | 111 | 16 | - | 8 | Yes | Yes |
| 48 | 100 | 12 | 1 | 4 | Yes | Yes |
| 19 | 122 | 12 | - | 7 | Yes | Yes |
| 37 | 101 | 10 | 2 | 28 | Yes | No |
| 47 | Unknown | 4 | - | 12 | Unknown | No |
| 30 | 117 | 10 | 2 | 32 | Yes | Yes |
| 32 | 95 | 4 | - | 14 | No | No |
| 39 | Unknown | 11 | 2 | 2 | Yes | Yes |
| 44 | 100 | 5 | 3 | 33 | No | No |

APPENDIX IV

| <u>Status at current commitment</u> | | <u>Status when released</u> | | | <u>Job when released</u> | <u>Arrested after 7-71 (note c)</u> |
|-------------------------------------|---------------------------------|-----------------------------------|--------------------------|--|--------------------------|-------------------------------------|
| <u>Market-able skill</u> | <u>Character trait problems</u> | <u>Minimum education (note a)</u> | <u>Market-able skill</u> | <u>Treated for character problems (note b)</u> | | |
| Yes | No | Yes | Yes | No | Yes | No |
| Yes | Yes | No | Yes | No | No | Yes |
| Yes | No | Unknown | Yes | No | No | No |
| No | Yes | No | No | No | No | Yes |
| Yes | Yes | No | Yes | No | No | No |
| Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| No | Yes | No | No | No | No | Yes |
| No | Yes | No | No | Yes | No | Yes |
| Yes | Yes | No | Yes | Yes | Unknown | Yes |
| Yes | Yes | Yes | Yes | No | Unknown | Yes |
| No | No | Yes | Yes | No | Yes | No |
| No | Yes | Yes | No | No | Yes | Yes |
| Yes | Yes | No | Yes | No | Yes | No |
| Unknown | Yes | No | No | Yes | Unknown | Yes |
| No | No | No | Yes | Yes | Yes | Yes |
| No | Yes | Yes | No | No | No | Yes |
| Yes | Yes | Unknown | Yes | Yes | No | No |
| Yes | Yes | No | Yes | No | No | Yes |
| No | Yes | Unknown | No | Yes | No | Yes |
| Yes | No | No | Yes | No | Yes | No |
| Yes | Yes | Yes | Yes | Yes | No | No |
| Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| Yes | Yes | Yes | Yes | Yes | Unknown | No |
| No | Yes | No | No | No | No | No |
| Yes | Yes | Unknown | Yes | No | No | Yes |
| Yes | No | Yes | Yes | No | No | Yes |
| No | Yes | No | No | Yes | No | Yes |
| Yes | Yes | Yes | Yes | No | No | Yes |
| Yes | Yes | No | Yes | No | No | Yes |

| <u>Age</u> | <u>Intelligence quotient (IQ)</u> | <u>Highest grade completed</u> | <u>Prior commit- ments</u> | <u>Time served current commit- ment (months)</u> | <u>Status at cur- rent commitment</u> | |
|------------|---|--|------------------------------------|--|---|------------------------|
| | | | | | <u>6th-grade reading level</u> | <u>High school</u> |

Terminal Island--Men's Division (continued):

| | | | | | | |
|----|-----|----|---|----|-----|-----|
| 26 | 109 | 9 | 3 | 6 | Yes | Yes |
| 31 | 110 | 11 | 1 | 4 | Yes | No |
| 32 | 91 | 10 | - | 55 | Yes | No |

Terminal Island--Women's Division:

| | | | | | | |
|----|-----|----|---------|----|---------|-----|
| 24 | 98 | 9 | 1 | 9 | Yes | No |
| 29 | 83 | 8 | - | 11 | Yes | No |
| 33 | 95 | 10 | - | 13 | Yes | No |
| 26 | 90 | 9 | 1 | 17 | Yes | No |
| 36 | 116 | 9 | 3 | 12 | Yes | No |
| 28 | 88 | 8 | Unknown | 7 | Unknown | No |
| 20 | 104 | 9 | - | 9 | Yes | No |
| 23 | 114 | 9 | - | 17 | Yes | NO |
| 25 | 112 | 11 | - | 9 | Yes | No |
| 28 | 121 | 16 | - | 18 | Yes | Yes |

^aBOP's goal is a sixth-grade reading level for all inmates and a high school equivalency for those with Intelligence Quotients over 89.

^bIncludes psychotherapy, counseling, or participation in voluntary groups, such as Alcoholics Anonymous and Narcotics Anonymous.

^cArrest data obtained from the Federal Bureau of Investigation and U.S. Probation Office covers period through July 1972; 79 of the 169 inmates included in GAO study were arrested after they were released.

APPENDIX IV

| <u>Status at current commitment</u> | | <u>Status when released</u> | | | <u>Job when released</u> | <u>Arrested after 7-71 (note c)</u> |
|-------------------------------------|---------------------------------|-----------------------------------|--------------------------|--|--------------------------|-------------------------------------|
| <u>Market-able skill</u> | <u>Character trait problems</u> | <u>Minimum education (note a)</u> | <u>Market-able skill</u> | <u>Treated for character problems (note b)</u> | | |
| Yes | Yes | Yes | Yes | No | No | Yes |
| No | Yes | No | No | No | No | Yes |
| Yes | Yes | Yes | Yes | No | Unknown | No |
| No | Yes | No | No | No | Unknown | Yes |
| No | Yes | Yes | Yes | Yes | Yes | No |
| No | Yes | No | Yes | Yes | Yes | Yes |
| No | Yes | No | Yes | Yes | No | Yes |
| No | Yes | Yes | Yes | Yes | No | No |
| No | Yes | No | No | No | Unknown | No |
| No | Yes | Yes | No | Yes | No | No |
| No | Yes | Yes | Yes | Yes | No | Yes |
| No | Yes | Yes | No | No | Unknown | No |
| Yes | Yes | Yes | Yes | No | Unknown | No |

PRINCIPAL OFFICIALS
RESPONSIBLE FOR ADMINISTERING
ACTIVITIES DISCUSSED IN THIS REPORT

| <u>Tenure of office</u> | |
|-------------------------|-----------|
| <u>From</u> | <u>To</u> |

DEPARTMENT OF JUSTICE

ATTORNEY GENERAL OF THE UNITED STATES:

| | | |
|------------------------------------|-----------|-----------|
| Elliot L. Richardson | May 1973 | Present |
| Richard G. Kleindienst | June 1972 | Apr. 1973 |
| Richard G. Kleindienst (acting) | Feb. 1972 | June 1972 |
| John N. Mitchell | Jan. 1969 | Feb. 1972 |

DIRECTOR, BUREAU OF PRISONS:

| | | |
|-------------------|------------|------------|
| Norman A. Carlson | Mar. 1970 | Present |
| Myrl E. Alexander | Sept. 1964 | Mar. 1970 |
| James V. Bennett | Feb. 1937 | Sept. 1964 |

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