DOCUMENT RESUME

ED 117 604 CG 010 309

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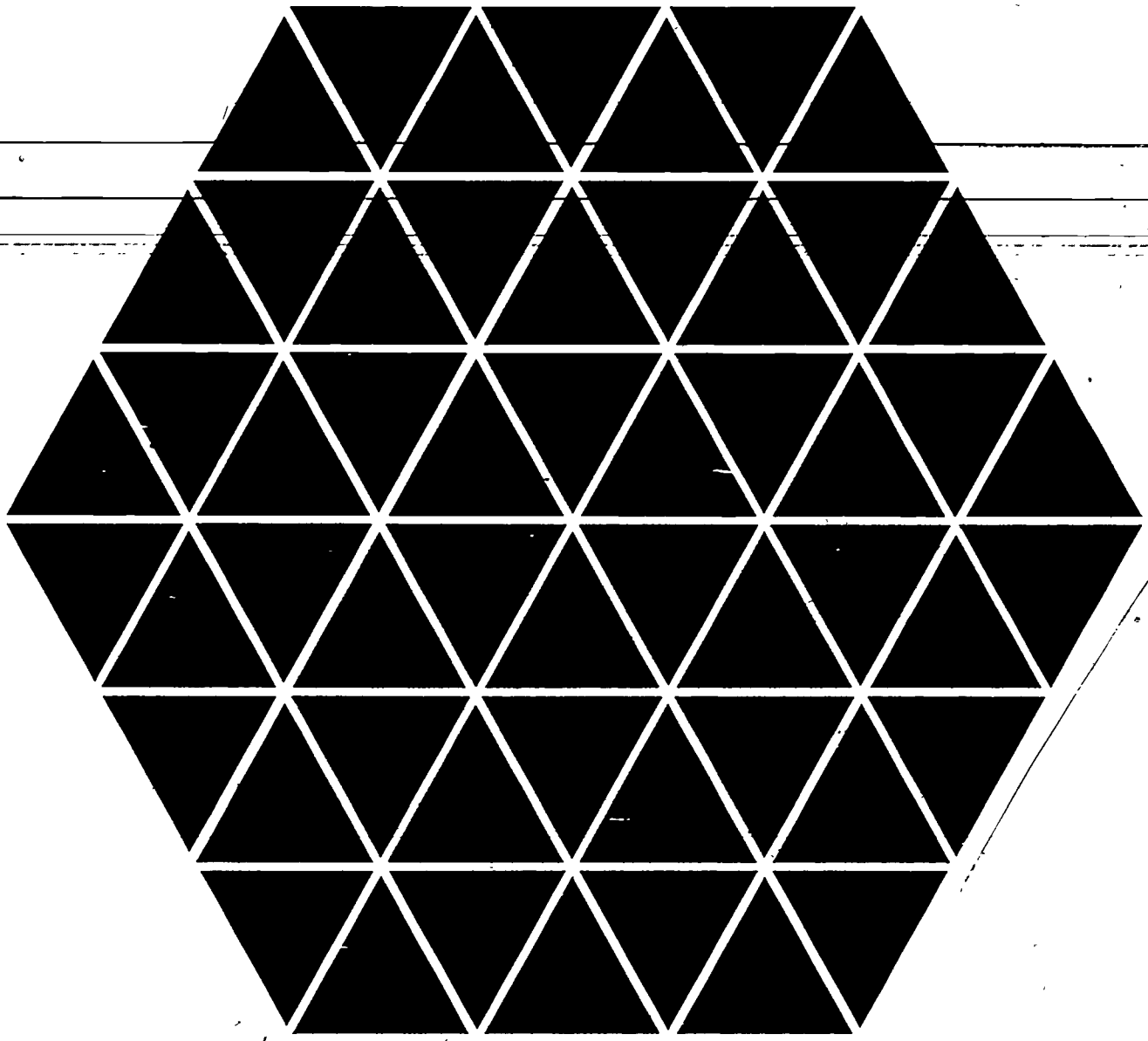
TITLE Selected Readings from SCMTC (Southeast Correctional Management Training Council) Seminars.
INSTITUTION Georgia Univ., Athens. Southeastern Correctional Management Training Council.
PUB DATE Apr 75
NOTE 94p.

EDRS PRICE MF-$0.83 HC-$4.67 Plus Postage
DESCRIPTORS *Administrator Guides; *Correctional Rehabilitation; *Corrective Institutions; Disadvantaged Groups; Guides; Institutionalized (Persons); Law Enforcement; *Prisoners; *Social Factors; Volunteers

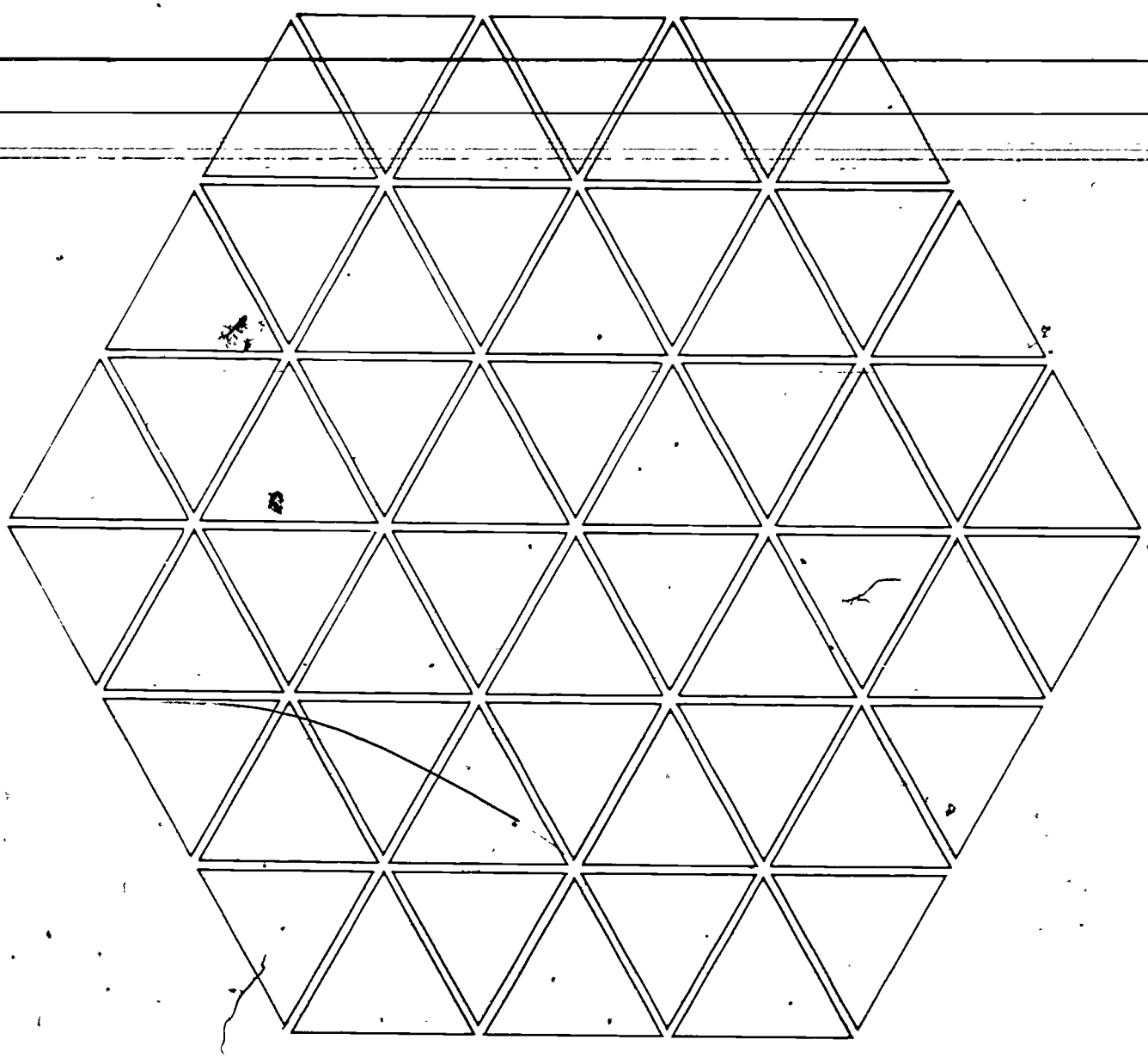
ABSTRACT

This selection of readings is designed to assist correctional managers with their particular concerns such as planning, organizing, understanding the client, and utilizing volunteers. The first article deals generally with the functions and problems of the innovator and planner, without dealing specifically with the correctional setting. The second addresses such issues as the philosophies underlying correctional systems, types of reform needed, relations of the facility to the community and state-local institutions. The third attempts to analyze organizations in general and correctional facilities in particular. It also addresses the problems of quality of personnel, goals, and means. The next attempts, by describing the situation of the poor and disadvantaged, to give correctional personnel sensitivity to the viewpoint of those usually placed in corrective custory. The last article warns that inmates should be protected from inequities in the system, and examines some of the societal elements which often lead the poor and underprivileged toward criminal behavior. (NG)



Selected Readings from SCMTC Seminars

Southeastern Correctional
Management
Training Council,
The University of Georgia



Southeastern Correctional Management Training Council

Joann B. Morton/Director

SELECTED READINGS FROM SCMTC SEMINARS

edited by
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Corrections Division
Institute of Government
University of Georgia
Athens, Georgia 30602

April, 1975

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FOREWORD

This selection of readings is designed to assist correctional managers answer particular concerns which touch their managerial lives. The readings deal with planning, organizing, understanding the client, and utilizing volunteers: their utility is believed to range as wide as the topical areas covered.

This managerial handbook is but one of several services provided by the Southeastern Correctional Management Training Council, all of which are designed to improve staff development opportunities for correctional personnel in the Southeast. The Council is supported by a grant (#74-ED-04-0009) from the Law Enforcement Assistance Administration, U.S. Department of Justice, to the Corrections Division, Institute of Government, University of Georgia. Nonetheless, neither the financial assistance of LEAA nor the partial sponsorship of the Corrections Division of the Institute of Government should be construed as an endorsement of any or all of the textual material.

This compilation represents the workings of the Council's entire staff, under the direction of Joann B. Morton, Director of the Southeastern Correctional Management Training Council. Mr. Mark McConkie of the SCMTC staff is responsible for large portions of the editing and his contributions are both recognized and appreciated.

Special acknowledgment and appreciation is expressed to Lynne Connolly for the tedious typing of the rough drafts, to Mrs. Joan Hoffman who prepared the manuscript for printing, and to Mrs. Ann Blum whose technical editing has helped give this compilation its unique shape.

The principal appreciation, of course, is given to the individual authors, for it has been their combined expertise and willingness to permit publication of their works which has made this selection possible.

Donald D. Brewer
Administrator
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INTRODUCTION

The purpose of this publication is to make available to correctional managers selected speeches and presentations from the Southeastern Correctional Management Training Council and other workshops and seminars. Our experience has been that some remarkable presentations have been restricted to the small numbers of people who could fit into our workshop dimensions. This book was compiled so that these speeches could be shared with a still wider audience.

The first two speeches in this book deal with correctional planning. The first, by Robert Smith, focuses on the personal role of the planner and concerns many of the "people" elements of planning. On the other hand, Olin Minton's examination of planning deals with the environment--technological, legal, and social--in which planning transpires.

In the third speech, Gus Economos bases his explanations of significant organizational phenomena in the reasoning that managers can function more ably when they understand the organizations which they operate. A similar approach is utilized by Jim Parham who seeks to have correctional managers strengthen their managerial skills by first understanding the people they manage.

Gerald Wittman confronts the problems which society and societal norms impose upon "potential criminals," and therein subtly reminds correctional managers of some of the behaviors they should avoid. The final presentation, of Sharon Harrell, illustrates how volunteers have effectively been incorporated into human service organizations and offers valuable guidelines for volunteer usage.

No effort is made in this book to highlight any one particular theme. Rather, the preference has been to select some of the more informative and interesting presentations which would not otherwise be available, and offer them to the receptive managerial mind.

Joann B. Morton, Director
Southeastern Correctional
Management Training Council

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ROBERT L. SMITH is Deputy Director, Prevention and Community Corrections Branch of the Department of the Youth Authority, State of California. A Fulbright Scholar, and later a recipient of the coveted Winston Churchill Fellowship, Smith's correctional involvement includes wide travel, consultation, and publication experience. A skilled planner, Smith received an M.S. in Sociology from the University of California at Berkeley in 1955. In 1970 he served as a United Nations Delegate to the United Nations' Congress on the prevention of Crime and Treatment of Offenders, Kyoto, Japan.

OLIN C. MINTON has been a correctional consultant for the past five years. He worked for twenty-three years with the Federal Bureau of Prisons, including ten years as a Warden; for the past two years he has served as the Assistant Director of the Bureau. His consulting activities have taken him through twenty states, the Virgin Islands, and Puerto Rico. Minton is further noted for having developed the first state master plan in the country by closely correlating the activities of probation, parole, and juvenile services. He earned an M.A. in Education-Psychology at the University of Denver, and has since attended the Federal Career Executives Seminar of the Brookings Institute. In 1967 he was awarded a Distinguished Service Award by the University of North Dakota.

GUS ECONOMOS is the director of Graduate Programs in Business at DePaul University. He taught for twelve years at DePaul University before going to the University of Wisconsin where he became the Associate Director of the Center for Advance Study of Organizational Science. He was later appointed Director of Special Projects of the College of Business Administration at the Chicago Circle Campus of the University of Illinois; from there he returned to DePaul as Chairman of the Department of Marketing. Active in lecturing and consulting in marketing and management for business and government for the past twenty years, Economos recently spent eight months in East Africa working for the agency of International Development.

JIM PARHAM is director of the Georgia State Department of Family and Children's Services. Parham has accumulated wide and diverse experience in social work and public service, including work as the Director of Economic Opportunity, Atlanta and Director of the Division for Children and Youth. He has been an assistant professor at Emory University and at the University of Tennessee, and Juvenile Probation Supervisor and Probation Officer and First Referee, Fulton County Juvenile Court, Atlanta.

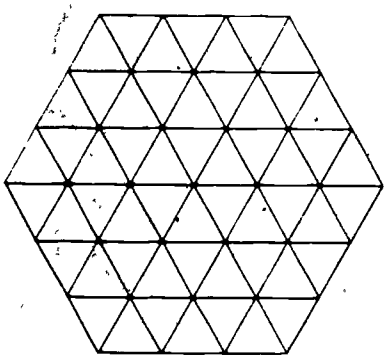
GERALD P. WITTMAN, an associate professor at the University of Nevada, is also the Training Director, National Council of Juvenile Court Judges, Reno, Nevada. Wittman, the former chief of the grant program in the office of Juvenile Delinquency and Youth Development, United States Department of Health, Education, and Welfare, has also worked as a training consultant and Chief of the Training Section in the same office. Recipient of the first Annual Merit Award of the National Juvenile Detention Association, Wittman has authored several articles and book chapters on topics relating to juvenile delinquency.

SHARON A. HARRELL is the Coordinator of Volunteer Services, District of Columbia Department of Human Resources, Institutional Care Services Division (four institutions serving committed and detained delinquents and Persons in Need of Supervision). Ms. Harrell, who holds a B.S. in mathematics from Virginia Polytechnic Institute, and completed one year of post-graduate study at Yale Divinity School, began her correctional experience as a volunteer Creative Dramatics coach working with older aggressive delinquent boys. She has been employed in juvenile correctional institutions as a recreation leader, specializing in crafts, dance, and drama, and as volunteer coordinator. She has directed experimental programs using prison inmates and college students as volunteers with committed juvenile delinquents.

I.

THE CORRECTIONAL PLANNER

by ROBERT L. SMITH



In an effort to answer the two questions, "Who am I?" (in relation to "other groups" and in relation to "my own agency") and "What is my role?" as a planner, this speech outlines many characteristics of the able, successful planner. A summary is provided of some of the primary tasks which confront planners, particularly as they suggest change. The proposing of change is seen as one of the central roles of planners.

This speech was delivered at an SCMTC workshop entitled: "Correctional Planning I," May 9, 1972, at the Georgia Center for Continuing Education, Athens, Georgia.

The two major questions which I intend to address today are, first, "Who am I?" both in relation to my own agency and in relation to others. The second is, "How do I carve out my mission?" Or, in other words, "How do I 'non-bureaucrat-eeze', create my role, and define the 'home turf'?"

I would rather begin by telling you who I was. (Who I am has not been completely decided yet.) Before becoming a planner, I was an administrator of a line operation. Now, everyone knows what an administrator is--he's a boss. He has subordinates, and all the subordinates have clearly defined tasks and functions, all of which are alike, well understood, and hence valuable. I was useful, (even valuable), because of the productive efforts of line workers. Being a line worker or administrator is good, comfortable, understandable, and appreciated--at least more so than being a staff man.

At the present I am a staff man, and again, everyone knows what a staff man is: someone who has a nice office, is overpaid, gets to take trips, has a good secretary, never has to work--and even if he does, what difference does it make?

Those of us who do occupy staff positions may not agree with the perception others have of us; but nonetheless, such is our image. We are frequently seen as troublemakers who do not work as much, or as hard, as the line done. There is some justification, some good reason, for line perceptions which helps explain why the line does not always feel favorably disposed toward staff people.

Who am I? First I'd better have a pretty strong ego and at least one other human or animal that

loves me, because no one else will--not in my own agency, at least.

I'd better be a "boat rocker." Otherwise I am not planning. Planning involves change and change is what I was hired to bring about.

I am a "conceptualizer." And should be able to conceptualize problems, particularly configurations of problems, and relate them to things like "objectives" and "goals."

I am a writer and a speaker. Obviously, I need to be able to speak and write effectiveyly since someone--frequently "me"--will have to write speeches and sometimes even deliver them for the agency.

I am a "conceptualizer." And should be able to conceptualize problems, particularly configurations of problems, and relate them to things like "objectives" and "goals."

The tools of my trade are ideas, concepts, words, and an ability to use them for planned purposes.

I am a politician. Inasmuch as ideas must move through those people having responsibility, I need to know who can do what, when, and under what circumstances.

I must be "sympatico" with the ideas of my boss. Otherwise, I could not work for him. Moreover, since it was his choice, he would not have selected me if I were not easy to get along with.

I am a gold-digger. I develop or promote projects that get funded, which frequently makes me more unpopular because they bring about change and complicate otherwise normal conditions.

I am a "no" man--one of those willing to tell the boss that he is wrong (and bosses sometimes are, just like the rest of us).

I am a traveler, because I need the ideas and contact of others. I am here (at this seminar workshop) because

of what I will learn from you. I travel because of what I will learn from you. I travel because even though I say outrageous things to others, they may still "love me" because I am an expert and because they may be willing to do what I cannot get my own agency to do.

I am a man with a vision; I hear a distant drum; I believe in something "special." Otherwise, why would I agree to become a "schizi" planner? Problems arise however, because one never really knows whether the vision is a mirage or a future reality.

Finally, I am sometimes a pretty lonely and unsure person (inside the armor plate I've developed) because I can't turn to anyone and say, "Am I right?" or, "Is this really the way we want to go?" or, "Are these really the decisions we want to make?"

Periodically the question arises, "What is the planning function?" Quite frankly, no one seems to know! Planning itself is simply an intellectual process, one in which alternative solutions to a problem are studied and recommended to decision-makers.

It is a process by which historical and current information is correlated with valid and reasonable estimates of probable futures so as to provide alternative courses of action toward the realization of specific goals. There is no mystery about planning--only the planning function.

Planning itself is simply an intellectual process, one in which alternative solutions to a problem are studied and recommended to decision-makers.

Those of us who have the opportunity of participating in organizational planning will of necessity need to:

1. Expand our knowledge in many areas, including administrative techniques and principles.

2. Increase the efficiency and effectiveness of agency operations if we are to be successful in doing our job.

3. Gain status, renown, and respect--even though grudgingly.

4. Incur the suspicion, wrath, and enmity of our peers, subordinates, and anyone else remotely affiliated with what we do.

The primary two-fold task of the planner-aspirant is, first, to identify and to understand the existing bureaucratic process and, second, to acquire the ability to adapt to the basic organizational environment. I submit that few succeed and that those who do survive are something more than merely mortal!

The average executive, in his usual optimistic and enthusiastic fashion, *will* commit himself to the rigorous environment of planning without proper consideration of the demands of the role. The key is preparation and total involvement.

As staff and planners, remember:

1. Planning advocates orderly, progressive interpretation, design, and involvement in, with, and toward the objectives of the organization.

2. Planning implies, involves, and demands change!

Keeping in mind these two things, now introduce the real world where organizational stability is the primary purpose of the bureaucracy, where authority and responsibility, as designated by positioning of roles and titles, denotes, among other things, the relative status and superiority of one person as against another.

If one is an advocate for change, the advocacy may not be favorably received. It may even be traumatic since it disrupts environmental stability; implies loss of security, title, and role; and further generates anxiety in those individuals that must now compete for new positions. Of equal concern is the image created by change. An organization that advocates change does not imply that it is making an orderly progression toward carefully substantiated goals and objectives; rather, it raises a spectre of inherent error, stubborn incompetency, and devious evasion of accountability.

For a planner, ambition, energy, personal ethics, and initiative are not enough to ensure success. The role exacts total involvement and personal commitment.

The planner must have the cunning of a tax consultant, the aplomb of a topless waitress, and the guts of a truck driver. Then, he must be able to project the simplicity and unaffected innocence of an actor in a television commercial.

To conclude, the planner is a man of unorthodox beliefs, among the more important of which are:

1. He believes in his own capabilities and constantly tries to expand the scope of his knowledge.

2. He believes in the future of his organization and, therefore, continuously pushes innovative concepts to the fore.

3. He believes he can accomplish any reasonable task, and usually does so without thought of any reward other than doing a good job.

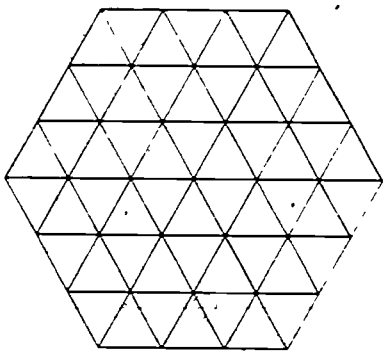
4. He believes that even in organizations some rationality prevails and that sound arguments, good ideas, valid plans, and careful implementation do bring about change.

To summarize in Machiavellian terms, I would say that the planner is the fox who helps the lions become better hunters in the hopes that he will share in the spoils, but will not become the dessert.

II.

CORRECTIONAL PLANNING

by OLIN C. MINTON



Integrating the findings and conclusions of the Advisory Commission on Intergovernmental Relations, a study by the California Human Relations Agency, resolutions of the National Association of County Commissioners, and personal experience. Minton focuses on some of the "less apparent and more elusive concerns" critical to correctional planners. Preferring rehabilitative to punitive approaches, Minton urges usage of an integrated correctional system, emphasizing the current trend of community resource utilization as a must and a boon. Considered attention is given to the proper partnership roles of state and local governments--another perspective which Minton urges upon planners.

This speech was delivered at an SCMTC workshop entitled "Correctional Planners Workshop," July 19, 1972, at the Georgia Center for Continuing Education, Athens, Georgia.

Virtually every qualified professional in the field of corrections who has been called upon to describe existing correctional systems in our nation has used such terms as "non-system," "fragmented," "uncoordinated," "overlapping jurisdictions," "contradicting philosophies," and "hodgepodge." Most of what exists today grew piecemeal, motivated by crisis situations. The few notable exceptions are rare. The ineffective correctional jungles we have created stand as monuments to our failure to plan. The question of whether planning is desirable or necessary is no longer worthy of debate. How to organize and plan for effective and efficient corrections has become the central issue.

At first glance, the correctional planning process seems to break down logically into three major steps:

1. An assessment of the existing system or nonsystem;
2. The collection, analysis, and synthesis of essential data; and
3. Formulation of a master correctional plan.

The question of whether planning is desirable or necessary is no longer worthy of debate. How to organize and plan for effective and efficient corrections has become the central issue.

Obviously, this over-simplifies a very complex process. It is not my intention to dwell on the mechanics and details of designing a feasibility

study, as important as this part of the process may be. This aspect of correctional planning has been covered in great detail by the National Clearinghouse for Correctional Programming and Architecture and made available to all planners.

Having experienced the correctional planning process for a juvenile system, an adult system, and a master criminal justice system (all at the local level), I want to share some of the less apparent and more elusive concerns that are equally critical to the planner. They have to do with those thinking processes one goes through without conscious awareness. In a sense, these really determine what will emerge as the final product in the form of a correctional system.

The very essence of planning lies in the ability to visualize the completed system, assess what exists, supply the missing parts, and skillfully integrate them into the final design.

One could gather the most extensive array of accurate data on correctional components, make the most sophisticated computerized projections possible, and still be miles away from planning a good correctional system. The mere collection of good building materials does not assure the architect a beautiful or functional structure. The thinking process of the correctional planner in many ways resembles that of the architect. The very essence of planning lies in the ability to visualize the completed system, assess what exists, supply the missing parts, and skillfully integrate them into the final design.

The planning process begins with a painful, soul-searching analysis of one's own beliefs and concepts:

What is our basic philosophy?

What are our guiding principles?

What are our goals?

When written out, it serves as the basis for virtually every decision in the planning process. It provides a sense of direction for the planning

process and assures continuity of the parts of the final product.

BASIC ASSUMPTIONS

To avoid wasting time, it would seem reasonable to make several basic assumptions rather than to review the voluminous correctional documents that concern philosophy, principles, and goals. These basic assumptions are:

1. Custody for rehabilitation rather than custody for punishment ~~or~~ retribution is the accepted philosophy.

2. Alternatives to incarceration should be utilized to the ~~fullest~~ extent possible.

3. Incarceration in secure correctional facilities should be regarded as a last resort.

4. Correctional components within a local community offer a greater potential for rehabilitation than remotely located facilities and programs.

5. A coordinated effort of all segments of the criminal justice system will yield better results than any single effort.

6. There are no simple, quick solutions to the prevention and control of crime, and there are no panaceas. Note: The prevention and control of crime is enmeshed in four major areas--(a) improvement of the criminal justice system; (b) improvement of those social conditions that contribute to crime; (c) legislative action; and (d) community concern and personal involvement.

7. It is imperative that the correctional components of a community be organized into a correctional system that is both aware and responsive to the problems and philosophies of the courts and police.

CORRECTIONAL SYSTEM

Of these seven basic assumptions, it is the last that will govern the entire approach to correctional

planning. One must develop a sensitivity to possible "chain reactions" throughout the criminal justice system as well as in corrections. For example, a policy to reduce a jail population through increased use of R.O.R. hinges on the philosophy of the judges, the attitudes of the public, the willingness of the probation department to assume new roles, the sheriff's cooperation in the booking process, the gathering of new kinds of information on the offenders, and the development of a related procedure for pretrial intervention. Each significant change in one part of the system tends to ripple throughout the entire system.

Most populous geographic regions will have several jails, some form of probation and parole, possibly a workhouse or stockade, limited programs, possibly a half-way house, and, in all probability, no central organized administration. Costly duplication of efforts will be found at every turn, and to further complicate matters, each jurisdiction will tend to strongly resist anything that would threaten its autonomy. It is hardly realistic to attempt to take any one or two parts of such a fragmented system and pretend to do a conscientious job of correctional planning, yet this is the piecemeal approach we have used for years. The results are only too apparent.

Once the decision has been made to analyze all of the correctional components with an eye toward organizing them into an efficient correctional system, another important area of research remains that is basic to good planning: What, for instance, are the national trends in corrections? What are the existing policies and trends within the state and local governments?

Of all public institutions, corrections has probably been more resistant to progress and change than any other. In the last twenty-five years, our progress can generally be characterized as a gradual change toward rehabilitation, abolition of brutality, improved living conditions, and an effort to make incarceration less destructive and embittering. LEAA has come under much criticism of late, mostly based on isolated cases. No one would condone either illegal or improper conduct. Yet to paint a picture of mismanagement in LEAA based on these isolated incidents seems neither objective nor scientific. LEAA was born with a sense of urgency,

was thrust into the sea of responsibility, and was given little time and limited manpower to accomplish the difficult, if not the impossible. Yet LEAA may well prove to be the catalyst that produces the most productive era in correctional and criminal justice history for achieving reform.

Of all public institutions, corrections has probably been more resistant to progress and change than any other.

Today we do have a greater opportunity to expedite reform and achieve progress in our criminal justice system than ever before. Largely responsible for creating this opportunity, LEAA has provided the leadership that has pointed the way for our current national trends. It is imperative that we know these trends so we can realistically put them into proper perspective with state and local policies that govern corrections. Some of the emerging trends appear to be:

1. Correctional facilities of the future will be relatively small (perhaps no more than 200 to 300), located close to high commitment areas where an abundance of community resources are available, and non-prison-like in appearance. New materials will provide sufficient security without the need for traditional steel bars and grilles; new technology will greatly reduce the need for towers; institutions will be more open and flexible to accommodate prisoner movement and changing programs; smaller housing modules will replace massive cell blocks; and more individual rooms will afford privacy and protection.

2. The use of community resources and volunteer services will be greatly expanded.

3. Universities will become more actively involved in training personnel and measuring and evaluating programs.

4. Alcoholics, selected drug offenders, and incompetents will be regarded primarily as

medical problems and be removed from the correctional system whenever possible.

5. Diagnosis and classifications will become a regular part of a correctional system.

6. Personnel in corrections will have higher qualifications and participate in more correctional training programs.

7. The classification of prisoners into felons and misdemeanants will slowly but consistently give way to a classification system based on individual characteristics rather than length of sentence.

8. New concepts on state-local partnerships will gradually develop, giving each its most meaningful role.

STATE-LOCAL RELATIONS

Probably one of the most perplexing problems confronting correctional planners today concerns the interrelationships of state and local governments. What is the role of each to be?

There seems to be at least three alternatives: (a) all controls at the state level, (b) all controls at the local level, and (c) some form of a partnership arrangement between the two levels of government. Out of the complex array of responsibilities that must ultimately be fixed to either state or local government, only two emerge with reasonable clarity: (1) in most instances, local government needs financial assistance in some form from the larger tax base of the state; and (2) apparently, a small percentage of offenders will have to be removed from their local community and placed in a state-operated program or facility that serves a larger geographic area. In any case little can be accomplished in the way of sound correctional planning until this basic issue of state-local relations has been decided.

It is reasonably clear that more and more offenders will be treated in the local community and less dependence will be placed on remote state institutions. There can be no question that the problem of crime lies in the local community, or that the local community has a responsibility and a concern

in the prevention and control of its crime. It is equally true that the state shares this concern about crime and in some manner must lend financial support if there is to be progress. The real question is: who can do the job most efficiently and effectively. Is it the state or local government? The answer is probably neither by itself. Instead, a partnership or marriage of the two must be arranged.

In any case little can be accomplished in the way of sound correctional planning until this basic issue of state-local relations has been decided.

Probably no single ingredient in the correctional process is more important than the intense interest, concern, and involvement of the local community in the correctional process. To diminish this enthusiasm and community pride in any way will negate correctional efforts. It is the state's responsibility to assure local communities of a meaningful role and voice in the correctional process. Since the problems of each community are unique, they will not automatically fit into a ready made plan that rigidly controls or denies the opportunity for local innovation and experimentation.

Certain functions and responsibilities rather clearly belong to the state. Two of these--financial assistance and operation of state facilities for long-term offenders--have already been mentioned. Others are: the setting of state standards, certain staff training functions, research, serving as a correctional information center, computerized central records, inspection service, technical assistance, leadership in stimulating inter-local cooperation for corrections on an areawide basis, keeping local communities advised on national trends, and measurement and evaluation.

The local governments should retain operational responsibility for short-term programs and facilities based within their communities. States tend to move into vacuums created by disinterested or inactive communities. Rather than assuming operational responsibilities, the state should make its presence known in these communities by stimulating leadership,

and by providing services, encouragement, persuasion, advice, and financial assistance.

All correctional planning at any level will have to concern itself with establishing partnerships between state and local governments. Two important documents produced in the last year address themselves to this difficult and important question. One is a report by the Advisory Commission on Intergovernmental Relations, dated January 22, 1971, entitled, "State-Local Relations in the Criminal Justice System." Recommendation number 34 is as follows:

> The Commission concludes that while state governments have an overriding responsibility to ensure the provision of certain correctional services on a state-wide basis, including responsibility for assignment and transfer of convicted prisoners, other correctional activities can be more appropriately handled by local governments.
>
> The Commission recommends that the states assume full financial, administrative, and operational responsibility for juvenile and long-term adult correctional institutions, parole, juvenile after-care, and adult probation. The Commission further recommends that local governments retain operational and a share of the fiscal responsibility for short-term adult institutions and jails, adult and juvenile detention, and misdemeanant and juvenile probation, and that states establish and monitor minimum standards of service, furnish planning and technical assistance, and provide a reasonable share of the costs of such activities.

In Chapter Two, "Findings and Recommendations," the Commission points out the dangers of a complete assumption of local corrections by the state:

> The stress on system should not be interpreted as an argument for a monolithic criminal justice structure in which all components are directed by a single operating head. Such a proposal is antithetical to democratic precepts and to the constitutional doctrine of separation of legislative, executive, and judicial powers. In addition, this focus should not be viewed as an ill-disguised effort to effect a massive shift in responsibilities and duties from local to state jurisdictions. Much of the system required to control criminal activity must operate at the community level, under local control, and with a high degree of community involvement and support.

While cautioning against complete state assumption, the Commission recognizes the advantages of a good working relationship with the state:

> The states' superior geographic base, power position, and fiscal resources enable them to furnish planning, technical, and financial assistance to county and city correctional efforts, to serve as a catalyst in achieving inter-local cooperation in the operation of facilities or the performance of services on an area-wide basis, or to step in and operate correctional programs themselves.

To further indicate the trend toward state-local partnerships, I quote from Recommendation Number 18, Keldgord Report*:

> New State-Local Partnership.
>
> The State and counties should enter into a new "partnership" with clearly redefined roles and responsibilities. The State should assume the primary overall and enabling responsibility for corrections. This should include subinventories and the following services to the counties: consultation, research, training, planning, standard-setting, inspections, and enforcement. The State should also provide those few direct services, such as long-term confinement, which the counties are unable to provide. The counties should assume primary responsibility for the delivery of correctional services.

The whole matter of state-local relations is one of the most critical issues confronting those who have responsibility for developing correctional plans. It, in turn, raises the question, "What is the responsibility of the State Planning Agency, and what role is it to play in arriving at policy?" If there is to be total control by a state agency, there is little need for correctional planning at the local level. It will be done for them. The state may ask the local community to participate as a polite gesture in a genuine effort to involve them. But, in either instance, the state makes final determinations rather than advising,

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*State of California, Human Relations Agency, Board of Corrections, "California Correctional System Study--Final Report" (Sacramento, California, July, 1971).

assisting, and persuading. The local community loses its identity and is molded into the restrictive pattern of a multi-layered bureaucracy.

If there is to be total control by a state agency, there is little need for correctional planning at the local level.

On the other hand, unless the state has a meaningful role with local communities, we are likely to continue with the same crazy quilt pattern of corrections we now know. It would be desirable but unlikely, for example, to expect every county to have a professional person who keeps up-to-date on national trends and new developments in the field. The collection and dissemination of professional information is clearly a state function.

State planning agencies are somewhat handicapped in meeting their responsibilities on the issue of state-local relations. They are usually located near state directors of corrections and probation, and indirectly both have the same employer. Where there are close and frequent associations, either social or business, the views of one dominant individual may become those of his close associates. To remain totally objective under these circumstances requires tenacity and the courage of one's own convictions. On the other hand local government is scattered, unorganized, remote and has a small voice. But without a sincere effort to involve representatives of local government with opposing viewpoints in formulating policy on state-local relations, it will likely become an exercise in futility, resulting in a disservice to the state.

Last month (June, 1972) the National Association of County Commissioners met in Washington, D.C. The problems of corrections and state-local relations had significant visibility on their agenda. Near the conclusion of their meeting they adopted a platform which stated:

> 3.2.3 Corrections--An overall strengthening of community treatment for offenders and a much greater commitment of resources to their rehabilitation are the main areas where action is needed to make

correctional treatment more effective in reducing the crime return rate.

To improve state and local corrections, NACC supports the following:

(1) Community-Based Treatment--States and counties should place increased emphasis on correctional programs within local communities aimed at flexible treatment programs including the provision of job training, educational, and counseling services.

(2) Rehabilitative Programs--Federal and state programs should be established with adequate funding to counties in improving correctional programs with a view toward establishing practical and relevant work experiences. In these programs greater use should be made of work release and education release programs, half-way houses and similar rehabilitative programs to ease the offender's reintegration into society and prevent recidivism.

(3) State and Local Correctional Responsibilities--States should assume full financial responsibility for correctional institutions and supportive activities. However, counties should continue to administer short term adult institutions and jails, adult and juvenile detention; and misdemeanant and juvenile probation.

(4) Establishment of Standards--States and counties should jointly plan and develop state standards for adequate adult and juvenile detention services, personnel and facilities.

(5) Regional Correctional Facilities--States should authorize and encourage local governments through financial incentives and technical assistance to contract with counties for the custody of their prisoners, or enter into agreements with other local units for the joint establishment and administration of regional correctional facilities to handle such offenders.

(6) Quality of Personnel--State and county governments should improve recruitment, compensation and specialized training to attract and provide sufficient numbers of high quality personnel to the corrections system. Minimum standards of qualification and training should be established and greater use made of para-professional and volunteer aides.

This platform makes it abundantly clear that local governments, on a national scale, intend to make

their collective voices heard and assume a meaningful role in the correctional process.

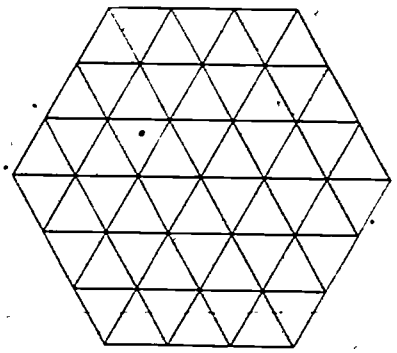
In conclusion, I did not intend in any way to minimize the importance of designing feasibility studies and collecting basic data. The comprehensive efforts of the National Clearinghouse on Correctional Planning have provided us with excellent guidelines. Instead, I have tried to emphasize those more elusive thought processes that are so important in arriving at a master correctional plan.

I am convinced that the next decade will be marked by unparalleled growth and progress in the field of corrections. Our most crying need during this period is for wise and courageous leadership. Planners have no alternative but to assume a major part of that responsibility.

III.

ORGANIZING AND ORGANIZATIONS

by GUS ECONOMOS



As a prelude to an examination of decision-making, Economos looks at organizations, and how they operate. Stating that decision-making is only effective when decision-makers understand their organizational environment, he begins to answer three seminal questions: why do we exist? what is success? and, by what standards do you wish to be evaluated? To assist in answering these and other questions, he focuses on such issues as goal setting, planning, training, preparation, the chaotic state of organizations, and problem-solving.

This speech was delivered at an SCMTC workshop entitled "Parole Workshop," November 1, 1971.

I am very happy to be with you today. Not so much to tell you what I know, because if I did that, we'd be drinking coffee in about fifteen minutes. If we looked at the things that we don't know, that would probably take a couple of weeks and we would end up feeling bad. Maybe what we should do is find some of the things we don't know, because they are the things that bother us.

Time after time we say, "You know, all I need is a little more information." Then you get that information and plug it in and, lo and behold, there is no answer. All you have is a handle to the door to where the problem is. When you get up enough nerve to open up that door, there's the problem--about the size of the Grand Canyon.

You look at it and say, "Good grief, what am I going to do with this?"

You try to go around it and you can't. Then you remember that somebody said, "Those who stand and wait, also serve."

So you tell yourself, "Come on, let's get busy." And you begin to solve this problem with existing knowledge.

The work goes very slowly, and you wonder if you are ever going to get the job done. After years have gone by and you have started solving the problem, a youngster walks by, and says, "Hey, old man, what have you been doing?"

"I've been working on this problem so we can go on."

He looks at it, and says, "Groovy, but what else have you been doing?"

You say, "What do you mean 'what else have I been doing'?"

And so he says, "It doesn't look like a very difficult problem."

"No, but that's because I've gotten it nearly solved."

But he is still not impressed. That's when you pick up a shovel and want to let him have it right between the eyes, but you don't do it, for two reasons. First, he looks a great deal like you did a few years ago, and second, you know that after a few steps, he will find his Grand Canyon.

The things we talk about today are very clear and obvious. That's the beauty of truth. Once we find it, oh, how simple it is! But how hard it is to find. The more I look at life the more I realize that one doesn't have to be brilliant. All one has to do is avoid the major mistakes.

I like to think of an organization as a vehicle. An organization is a vehicle that makes it possible to bring different kinds of people with different talents and skills together to get a job done. It's a vehicle which we can design in any way that we want to--we can custom design it.

Let me spend a little time talking about organizations and how they do their work. What I prefer to do is first look at organizations and at their problems, and then see where decisions fit in.

I like to think of an organization as a vehicle. An organization is a vehicle that makes it possible to bring different kinds of people with different talents and skills together to get a job done. It's a vehicle which we can design in any way that we want to--we can custom design it.

Unfortunately, we have a lot of people who don't believe that there are universal principles of organization. This is one of our real problems. To illustrate that there are universal principles, when I was on an airplane about three-quarters of the way to Uganda, I really got scared. "Holy cow, what am I doing here?" I said. "What am I going to do when I get there and those people start asking me questions?"

We've got to be able to custom design our organizations, while keeping in mind that there are universal principles of organization.

But it was quite interesting. About half an hour after I started talking to the men, they said, "Look, we've got some special problems. One of the difficulties we have is that we keep telling our subordinates what we want them to do, and they don't believe us. We go up to them and say, 'Did you do it?' They say, 'Did you want us to do it?' We reply, 'I told you to do it!' 'I know,' they say, 'but you tell us other things, too.'"

After a very short time, I found out that they have the same kinds of problems that we have. And it really didn't make much difference whether we were talking about organizations in our country or in theirs.

We've got to be able to custom design our organizations, while keeping in mind that there are universal principles of organization. The trouble is that when many people finally do accept these universal principles of organization, they try to build universal organizations--organizations that can do anything and everything. Such organizations defy custom design.

To a great extent, not only must we design our organizations, but we've got to realize that if we don't, other people will do it for us. And those other people may be those we are supposed to be serving or those we are working with.

Essentially we want to be able to understand and direct organizations. But with all the knowledge we have, we still know very little about them. One of the reasons is that we still don't really understand this thing called "man."

Chris Argyris had a wonderful way of looking at it. He said there are two ways of looking at man in an organization. One is as an adolescent; the other is as an adult. An adolescent, Argyris said, has a short-time perspective. An adult has a long-time perspective. An adolescent has few skills,

while an adult has many skills. An adolescent has little self-discipline; an adult has a great deal of self-discipline. An adolescent usually follows orders, while an adult has worked with people, and followed and given orders. Argyris went on to spell out very carefully the difference between an adolescent and an adult.

Then he said, "I want two years off."

So his department head said, "Yes, and what are you going to do, Chris?"

"I want to wander around, look at different organizations, and ask one simple question: 'Is this organization designed for adolescents? Or is it designed for adults?'" He came back after two years and reported that 85% of the organizations he had studied were designed for adolescents.

There are two ways of looking at man in an organization. One is as an adolescent; the other is as an adult.

Among the real problems we are faced with today is how to build organizations; how to handle our people and give them the opportunity to do what they can and to be able to contribute; and how to spell out our long-range goals. Relevant to the last, I found out that I can ask a very embarrassing question: "Why do we exist?" If you really look at it, it's interesting how difficult that question can be. It is one of the real problems we have at universities, especially when the kids take the university over from us. We keep saying, "Come and give it back to us."

"Why? What do you want it for? You weren't doing anything with it anyway!"

And all of a sudden many of the things we felt were pretty holy and pretty right are being questioned. When they ask us why we were doing them, we say "Because. And we're going to keep on doing them. Because."

We need to be very careful about our long-range goals. We have to spell out the long-range goals

of every department and do it well. Then we must see if the activities in our organization really fit these goals.

When they ask us why we were doing them, we say "Because. And we're going to keep on doing them. Because."

Can you imagine what would happen if you were to sit down now, and in a few minutes write out the long-range goals of your organizations and of your departments? And try to make them clear so that we can use what you say to evaluate the activities and decide what kind of things you ought to be doing?

Go up to someone and say, "Hey, what is your job?" And listen to what he has to say. Sometimes the answers are really quite frightening. Or, "What is success?" In the correctional area this becomes an extremely difficult question. Question number three (this is the $64 question) is: "By what standards do you want to be measured?"

How would you answer that question? If someone said to you, "Look, what I'd like to know is whether you are doing a good job or not. Now, tell me, how do you want me to evaluate you?"

Think of the people who are working for you. How do you evaluate them? As a faculty member now for about fifteen or sixteen years, I've been called into the dean's office three times to be reprimanded. The first time occurred because the dean had two- and three-page announcements which he required faculty members to read. They were the most terrible things, but of course I had to read them. I kept throwing them into and then reading them out of the waste paper basket. This he thought was my way of saying something about his memos.

If someone said to you, "Look what I'd like to know is whether you are doing a good job or not. Now, tell me, how do you want me to evaluate you?"

A second time I was called into the dean's office because my grades were late. Now you don't have to do a particularly good job of grading, just get all the grades in on time. I had done a terrible thing: I had had my students write papers, and I was correcting them. He kept saying, "You're late," and I said, "Yes, but I'm working very hard." I showed him what I was doing, and he said, "That's great, but you're late, and the computer can't wait."

I was called in a third time because I hadn't arranged my schedule and gotten my new classes in, and again the computer was waiting. The point is that in my sixteen years I've never seen a faculty member called into an office to be questioned about how good a job he was doing. I've never seen a faculty member have his work reviewed as long as he got his paper work done. I've never seen anyone challenged in terms of the impact he was having on the students. And so, within the universities, if you want to get along well, just keep feeding the computer on time, smile, and be kind.

By what standards do you want to be measured? This is a very important question because very often if you ask people how they want to be measured, it also tells you how they see their job. Think of Vince Lombardi. There are all kinds of stories about Lombardi and whether they are true or not isn't at this point particularly important. Nevertheless, one story is that the first time he showed up at the Green Bay Packers' training camp, he called the team together because he wanted to talk to them on the field. He asked if all were present, and they said, "Yeah, coach, everybody's here but Paul Hornung." Lombardi asked where Hornung was, and he was told Hornung was at the other end of the field modeling some clothes and was expected back in a few minutes.

The players said Lombardi ran over to Hornung, pushed the photographer over, grabbed Hornung in his beautiful jacket, and said, "Son, do you know why we're here?"

Hornung said, "Yeah, we're here to play football."

Lombardi's answer was classic. He said, "Son, we're not here to play anything--we're here to win! You may have played in college. Here we win. You better get into that huddle right now or else."

So there was Hornung, the best dressed man in the huddle, listening to the coach.

Lombardi then turned to Hornung and said, "What do you play?"

He said, "I play left tackle, a little right halfback, a little fullback and I've worked out as a quarterback. I play a little tight end, and this year I'd like to play split end and go for the deep ones."

Lombardi just looked at him and said, "Look, son, you're going to stand next to Taylor, and if it's a running play and Taylor ain't got the ball, you got it!"

By what standards do you want to be measured? This is a very important question because very often if you ask people how they want to be measured, it also tells you how they see their job.

I think one of the things we can do within our own organizations is be very careful that people know what their job is, what success is, and by what standards they are to be measured. And I'm willing to wager that if we ask--what is your job? what is success? and by what standards do you want to be measured?--we're going to get a very wide range of ideas.

The next question to ask is: "Where is the information by which I can measure you?" You ask this question because people typically give standards which do not provide any information about themselves. By way of illustration, here are two answers that really frighten me. The first comes from the man who says, "One of the things I want to be measured by is the fact that this year we didn't have any real bad scandals." Of course the best way to achieve that is not to do anything, and to spend the rest of the time covering it up. Or another answer, that's just as bad is, "I stayed in the budget." If there's anything that bothers me, it is this "I stayed in the budget" mentality. Very often we make such a fetish out of staying in

the budget, that after a while we forget what we're trying to do.

We also need to ask, "How are you doing?" And, "What are you doing about it?" But don't ask these questions until you've answered them yourself! And once you've answered them for yourself, then sit down with your people and go over these questions, and go over them carefully because it's easy to come to some general kinds of answers. It's only after going over it and looking at it carefully, that you can begin to decide and realize just what your role is, and how you fit.

The trouble with many of our organizations is that they are so designed that a person who joins us professionally may have to hurt his career to help our organization.

Along with worrying about the long-range goals of your organization, its departments, and department heads, you also have to worry about your professional people. The trouble with many of our organizations is that they are so designed that a person who joins us professionally may have to hurt his career to help our organization. We've got to design our organizations so that when someone is helping himself, he is helping the organization, and when he is helping the organization, he is also helping himself. The question I would like to ask, and to have you think about, is what happens when a young professional person joins you? To what extent do you find yourself giving this lecture: "All right, son, I know you are ambitious and want a great deal, but we've got a job to do around here. What we have to do is work hard to get this job done, and once we get it done, after that, if I see you are reliable and can be trusted, we can see if there is a better job. And just be careful about some of the other people I have around here who give me problems because they are always worrying about personal interests, meetings, journals, and so on, and that doesn't get things done around here." Pretty soon we keep on asking people to sacrifice their professional development for our organizational good.

Do you know what's wrong with that? The good people will leave and the bad ones will stay. If perchance

any good ones do stay, they never forgive you and they never forget. Essentially what we have to do is ask ourselves, "How can I attract the best professional people, keep them, and have them contribute not only to my organization, but to themselves?"

Let me give you an example: People from a number of the hospitals in Chicago came to me and said, "We can't get interns; there's a big shortage of interns."

I said, "OK, what are you doing to try and attract them?"

"Well, we're trying to give them every other weekend off. We gave them better quarters, and put them closer to the nurses' quarters."

"Has that helped?"

They said, "It's caused a little confusion, but it has not been particularly beneficial."

I said, "All right, let's try and find out why interns aren't particularly happy about serving, especially here in Chicago, and what we can do to attract these men to us."

Essentially what we have to do is ask ourselves, "How can I attract the best professional people, keep them, and have them contribute not only to my organization, but to themselves?"

So we spent some time with the interns. They told us that the word had gotten out that most Chicago hospital internships amounted to doing all kinds of little things, petty details, and housekeeping activities. As a rule interns were being used in the place of nurses. And many of these young men saw that such internships did nothing more than mark time.

We did something with a number of the hospitals which everyone said would never work: we set up classes. We also assigned each one of the interns

to a particular doctor. Then anytime we had a major operation, it was very carefully photographed. Afterwards we would go over the films, almost the way you'd go over a football film, and have the doctor, physician, or surgeon explain exactly what he was doing. We also brought in a number of men who were not on the staff to meet with this class. We worked this class harder than ever before, but in so doing we helped them really develop their skills.

It was very interesting. We'd go to the graduating classes of the medical schools and we would tell them, "Come to us. We guarantee you we'll work you harder at our hospitals than anywhere else. And we're going to get as much out of you as we can, but this is the investment we'll make in you." In a relatively short time we found that we were turning the interns away. We'd get telephone calls from the other hospitals saying, "I've heard you're turning interns away. Why don't you tell them about our program. They'll have every weekend off, we have prettier nurses, etc."

Now one of the things we are really concerned about is whether we are going to get, and keep, good people in the correctional area. We just can't say that this is an important job and we're working with people. We've got to do more. We also have to be able to show, especially to our younger people and the people with professional training, that if they come with us, not only are we going to be very demanding of them, but we can also help them develop their careers so they can make even greater contributions to our area.

Now one of the things we are really concerned about is whether we are going to get, and keep, good people in the correctional area. We just can't say that this is an important job and we're working with people. We've got to do more.

We also have to worry about our non-professional people and our clients. It's very easy to forget the clients, you know. This is one reason we're in trouble at the university. You go up to a full professor and say, "What are the students like?"

He says, "One moment." He looks out of the window, and says, "Holy smoke, they're marching again."

Another of the problems at the university is that we hate kids. We really hate kids. You ask somebody, "How many classes are you teaching?"

He says, "I'm teaching four."

"Four! What happened? Where did you fail?"

And you ask a younger guy, "How many classes are you teaching?"

He says, "I'm teaching three."

"Oh, you're kind of young, that's all right."

Then you go up to another man and say, "How many classes do you teach?"

"I'm teaching two."

"That's pretty good."

But what's really good is to have one class--a seminar where the kids do your work. And then the best thing (and the way you really are successful as a faculty member) is not to have any classes at all. That's how they got me to go to Wisconsin. A man from Wisconsin called me up and said, "Gus, how many hours do you waste in the classroom a week?"

I said, "Six."

He said, "Come with us and you'll never have to walk into a classroom again."

"Look, you know I really like the classroom."

He said, "When the urge gets big we can always find an empty room and put you in there for awhile."

Now I'm willing to wager that the same thing happens in corrections. How can you tell if you're really successful? I'll tell you how: you spend less and less time talking to the inmates or people you know you are dealing with. If you haven't talked to anyone for a month or two, you're really on the way up. Isn't this so? Sure it is. WE HAVE TO BE CAREFUL NOT TO NEGLECT OUR CLIENTS.

Let me tell you a little story about Social Security. We'll pick on the federal people, because I know this doesn't happen on the state level or anywhere else.

Have you ever seen these social security offices? They always pick a big room. (By the way, I have a general thesis that I'm discovering to be true: the less important the event, the bigger the room.) Now, what they usually do is pick a fantastically big room, and then they put a counter close to the door. Why do they do this? There's certain psychology here. You open the door, take one step forward, and there's that counter. That's their way of saying, "You didn't get very far, did you?" And it's kind of a relief to take one step and get out.

Now, whom do they have behind the counter? They have all the trainees. Somebody's got to train them. They don't want to do it, so they let the general public do it.

You walk in and say, "Is this social security?"

There's a discussion among them, and somebody says, "Well, yeah, this is social security."

You say, "Look, I've got a question." And you take a deep breath. Because these guys don't know the answer; they think they have a pretty good idea, but they just look at the desk. They don't answer your question. The people who wrote the policy irritating you, or those who thought it out, are looking at the walls. They're not interested in talking to you either. The people who know why this was done look you right in the eye and dare you to shout back.

The big boss is sitting in the next room, his door is closed, and he's at his desk writing a memo. Do you know what the memo says? "Be nice to the people at the counter."

You say, "When was the last time you went to the counter?"

He says, "Why should I, I didn't do anything wrong." It's a form of punishment. And you can tell how well you've done by how far away from the counter you are.

Pretty soon, as you can see, even within correctional organizations, we can have this kind of gap. When that occurs, of course, there arise all kinds

of myths about what's really going on. And so we begin to have the kinds of problems we do.

What we must do is make sure that all of the personnel in the organization are headed the same way. We've got to make sure that we know what we want out of our organization and ensure that every department is helping us get there. That doesn't mean that every department has the same goals--but each department must be contributing. We must be sure that we've made it possible for the department head to also be headed in this direction. By the way, there's a big difference between what's good for the department and what's good for the department head. Many department heads would just as soon have the department move very slowly and go along very comfortably, viewing themselves as indispensable.

What we must do is make sure that all of the personnel in the organization are headed the same way.

I have a campaign against indispensable people. I used to think that these guys were the geniuses so a number of years ago I decided to study them. I thought that those people who can never really be replaced were the real key people. I felt that if I could study these geniuses, then I could tell other people how to be geniuses, too. So I did. And here's what I found you have to do to be an "indispensable man." First of all, you must keep everything inside your vest pocket. Don't share anything with anyone: this immediately handicaps others and they can't contribute. The next thing to do is act like God talks to you every once in a while. That gives you inside information. And tell everybody around you they don't understand, and never hire anybody who has any talent. Finally, tell everybody how good you are, and how crucial you are.

I've got a general thesis for indispensable men: "Shoot them." They're horribly dangerous. Often, after we lose an indispensable man, we go in and see what he's done. Then, we realize the problems we've had.

I'm willing to wager, especially with the younger guys in here who are bright, that if we put them together they would say, "How am I going to make a career in this whole correctional area?" And I'm willing to wager that many of them are beginning to ask themselves, "Should I work for the organization, or for my department, or for my career, or for the people who are working for me, or for the people I'm taking care of." And many of the younger guys are saying, "Look, we've got to find out what's important and do that." And very often working with the inmates or parolees is the last thing they decide upon.

I've got a general thesis for indispensable men: "Shoot them."

I can illustrate with an example from the academic world, where there's one way to score: you write. In academia you have to be very careful that you don't spend any time in the classroom, and if you do, make it as minimal as you can. The way to get ahead is by writing, although it doesn't help the organization.

What's important in your organization? In the correctional area? Especially with the funds? With the money coming around, I'll tell you who is going to be very important, and that's somebody who can bring some money into a program. We can always get the others to take care of the men.

We have to ask three questions:

What do we say we want?

What do we really want?

And what do we pay for?

Let me tell you about some of the problems we have in the Chicago Police Department. What do we <u>say</u> we want? A young man who is dedicated to having our society be able to pay for our judgments within the power and limits of voters. We want somebody who is an anthropologist, sociologist, psychologist, social psychologist, and physiologist; who understands the implication and interaction of people; who can one

moment deal with the very wealthy and the next moment, with the very poor. We want someone who can go down into a dark alley, knowing that there's a scared kid, seventeen or eighteen years old, with a gun, and that if he handles it right, he can take that gun away, and the kid's life will be saved. Or go back in there and get some guy who's so high on drugs that he doesn't know where he's at, and has reactions that will just frighten you. Or go into an alley and get a guy who's not coming out. He's going to have to blast him. And he's got to make his decision like that. What do we say we want? We want a real brilliant, fine, young man who is dedicated to society.

What do we <u>really</u> want? We want somebody who won't cause any problems.

What do we pay for? Again, let me illustrate: I saw one examination (this was one for captains). One hundred and seventy-five men took it. The top score was 87, carried out to four decimal points. The lowest score was 74. You know what the difference between an 87 and a 74 is? The guy who's got the 87 knows a lot more trivia than the guy who's got a 74.

We also evaluated the men. Eighty-five percent of the men got an 85 in our evaluation. Ten percent of the men got an 80. It was interesting to see who this ten percent were. They were the very good and the very bad. What do both the very good and very bad do? They cause problems! A good man will cause almost as many problems as a bad man. Five percent of the men got 90. We refer to them as the "go-fors." Go for coffee. Go for the car. Go for pencils. "Go-fors."

So how do you get a promotion? You "go-for" and you memorize trivia. And never mind doing a good job out in the field. What's the home run in your organization? Don't you see this situation in baseball? There's the great fielding second baseman who is tops in the double play, the drag-bunt, drop-bunt, and who can hit behind the runner. He settles his pitchers, rattles the other pitchers,

and is a team captain. He goes early to the ball park, signs kids' programs, and on his day off he goes and autographs a kid's cast in the hospital. What does he get? $25,000, maybe $30,000.

On the other hand, out in right field stands "The Oak." He's so dumb you've got to tell him after three outs, "You've got to come in now." He goes up to bat, and you're giving him signals, but he forgets--he thinks you've got palsy--so he closes his eyes and he hits hard. He strikes out like mad, but he hits the ball over the wall thirty times a year. What does he get? $100,000 probably.

So, essentially we've got to ask this question: What is it that counts in our organization? How important is it to have a perfect record? This really upsets me; this tyranny of the perfect record. You know, I've got a perfect record in baseball. My record is even better than DiMaggio's. I've never struck out. I've never thrown to the wrong base. I've never been picked off. Why? I've never played. And whenever I see people with perfect records, I put them into the same category.

Remember that once we've made long-range goals, we have to have our intermediate goals and our short-range goals. And we've got to spell them out! Sure it's hard to do. But it's even harder if you don't do it! We have to be careful not to make the mistake that the minister did. When the young minister took over, the old minister left him about five pages of responsibilities. So he looked at the first and second page and said, "I'll handle these." At the third page he said, "That's the kind of thing I ought to be worried about"; at the fourth page, "That's pretty important." When he looked at the last item on the fifth page, he called his deacon over and said, "Hey, you take care of that last item. I'm too busy."

The deacon said, "What is it?"

He said, "The Sunday School. Talk to those kids."

About thirty years later, when he was thinking about retiring and taking it easy, he looked at that list and when he saw it he began to weep. He suddenly realized that thirty years later he was fighting for the same things he was fighting for thirty years before, only that the people that he was now fighting with were the ones who were in Sunday School then. That's where he should have gone.

So, essentially we've got to ask this question: What is it that counts in our organization?

We've got to spell out our long-range goals, too, and know why we exist. We've got to know what our intermediate and our short-range goals are, and if we don't, we're just like the minister.

Long-range, intermediate, and short-range goals must be defined. Never say, "As soon as I handle my short-range problems, then I'll go on." Pretty soon you'll find you are worrying about the short-range for 20% of your time, then for 30%, 40%, 50%, 60%, 70%, 80%, 90%, 95%, 99.4% of it. If you're waiting to handle your short-range problems before going on, you're not going to go anywhere! You'll never be able to handle all your short-range problems. There are two ways of adjusting to the short-range: one is to adjust and keep on living; the other is to adjust so you can go on moving. If you're not careful, if you're just holding ground, pretty soon your organization will begin to change. It will build a foundation so that it can live, but it will never be able to move.

This is one of the real problems we have in the poverty program. In the poverty program there is so much concern about trying to justify what is being done and trying to cover up some of the problems (since they're afraid to talk about failures), that soon a program is built that does a fantastic job of living and growing--but a lot of the growth is cancerous. If an organization adjusts to short-range problems by just trying to keep on living, soon the organization is designed to do only that--keep on living. It's not going to do anything, but it's going to live.

There are two ways of adjusting to the short-range: one is to adjust and keep on living; the other is to adjust so you can go on moving.

Most of us do something the ancient Greeks used to do. The ancient Greeks used to believe in many gods. But they kept worrying about what they would do if a new god showed up that they didn't know about. "Where's my statue?" the god would say. And if the Greeks didn't have a statue, they'd have been in trouble. But they learned how to hedge. They came up with a statue to the unknown god. "Aha," they said, "we're covered." When a new god showed up, there was his statue. If two of them showed up, they would have been in trouble, but the chances weren't that great. As you know one of the apostles came to Athens, stood before the statue of the unknown god, and said, "Let me tell you about the God of gods."

In our organizations we don't have statues, and we haven't got priests, but we've got people who are almost as bad: the "planners." Ever meet these people? They keep saying, "It depends."

You say, "What do you mean?"

They say, "If I said it, and it happened, then I was right. If I said it and it didn't happen, then you misunderstood."

I saw one organization that had such an inferiority complex that they called themselves "progressive future planners."

What bothers me about these guys is the way they talk. It bothers me to hear somebody talk about "future planning." Is it different from sideways or backward planning? What other kind of planning is there? I saw one organization that had such an inferiority complex that they called themselves "progressive future planners."

Remember what happened at IBM. The planners went to Watson, the head of IBM, and said, "You've got a fantastic company."

He said, "Thank you."

They said, "We'd like to see your planning department."

"I haven't got one."

"You haven't got a planning department?"

He said, "No, should I?"

"Of course. You've got to be busy, or you can't keep on being successful." Someone then thought to ask, "What have you been doing?"

Watson said, "Well, here are my top people. I sit down with them and we decide what we ought to be doing. Then we sit down with the research people and decide how to do it." Eventually Watson was persuaded to bring in all kinds of econometrists and experts. He set up a fantastic planning department so that he felt much better.

After a short time he decided he ought to find out how things were going, so he went and talked to his top executives: "How is that planning department coming along?"

The executives said, "We don't know, we don't talk to them."

"Why?"

"They talk funny. They have all kinds of equations and computers, and every time we talk to them we don't know what they're saying."

So Watson ran to the planning department, and said, "Hey, how you doing?"

"Great."

"Do you spend any time with my executives?"

"No, they're dumb. All they worry about is practical problems, and things like that. They're not very abstract. They never say anything we can put into a computer."

So Watson, said, "What are you guys doing?"

"We're writing journal articles like mad. We're turning out more journal articles per man than most universities are."

"Do you write about my firm?"

"No, but we're doing a lot of basic planning."

So Watson ran back to the top executives, and said, "Are you guys doing any planning?"

"No."

He said, "Who's doing the planning?"

"Nobody here is doing the planning, that's what the planning department is for."

He said, "I know they're not doing any planning."

So Watson (and I think he did this as a favor) sent his planning department to one of the universities. He then sat down with his top people and said, "Look, we're going to go back to planning." And he got his top people to start thinking about it, and working on it. You have to be very careful about this, especially in the correctional area. You must not only recognize the importance of planning, but YOU'VE got to be in there, too. You can't turn this over to somebody else. Because if you do, you're going to have some real problems. You have to be working with your planners to understand the kind of commitment you're making.

It's important to realize that organizations live in chaos. Nobody is ever going to leave you alone. There are all kinds of people in organizations that are telling you what to do, or are saying give me money and I'll do it for you, or are saying that there are other things you ought to be doing. If you realize that organizations live in chaos, you see it as perfectly normal and natural.

You must not only recognize the importance of planning, but YOU'VE got to be in there, too. You can't turn this over to somebody else.

It is very important to realize that we live with this kind of a challenge, especially in the correctional area. Taking on this challenge, we have to ask ourselves what kind of things we can do in order to accomplish our job. The process of moving the organization along this way is a process of decision making.

Before talking about what is a good organization, let's do some basic reviewing. Basically what I want to do is to set the foundation for the decision making. We also want to see why decision making can't be just spelled out. I also want to warn you about the movement toward mechanizing decision making and making it very mathematical. And I want to show the great dangers that exist in this.

What we have already seen is that our work requires that we constantly be building. Our job is to build, and help structure, and assist people so they can work together. It's also very important to be able to know and to spell out why we exist, and what the different goals and things that we want to accomplish consist of. People in our organization must also know what they are supposed to do and how they fit in. In addition, we need to have people who work for us know that the harder they work for us and the more they do for us, the more they are doing for themselves and the better they are able to help themselves.

It's also very important to be able to know and to spell out why we exist, and what the different goals and things that we want to accomplish consist of.

Let me say something about the importance of being prepared. I never knew how important this was until I heard this story years ago. It's about a doctor in the days of the old west who was sitting in his cabin when he heard a knocking on his door. He opened it up and in came four outlaws. They were carrying a fifth one. They dumped the fifth one on the table and said, "Doc, fix him." So he opened the man's shirt and saw a serious shotgun wound. The doctor said, "Hey, I don't know if I can save this man." One of the outlaws took out a big .45 and said, "Doc, 30 seconds after that man dies, you'll die." The doctor didn't say a thing. Rather, he went into the other room and came back with a big tray, covered with a towel, scalpels, knives, gauze, alcohol, and his big .44. The outlaw looked at him and said, "Hey, Doc, how come you've got that .44?" "Because, 45 seconds before that man dies, I'll know it."

What do we mean by "a good organization." What do we mean by organizing? And what are some of the things we don't mean by organizing? After studying a great deal about organizations and being unhappy with what I had learned about them, I asked some very simple questions: "Who's been doing a good job of organizing since the beginning of time? In what activities has man really worked hard to do a good job of organizing since ancient times?"

I discovered that man from the beginning of time has organized well for recreation, religion, war, and crime.

This business of crime is interesting. Police departments are very good for handling the guy that comes down the middle of the street blazing and blasting. They can even handle the tough gang, the guys who pick up tommy guns and come at you as a group. But they have trouble with the real smart con men. And they really don't succeed against the very well-organized syndicate and group. These are the ones that are really tough! They don't take you on directly, but go to your bosses and neutralize you.

And this is something you're going to find that's in the correctional area as well. You in corrections can handle the big tough guy and the tough gang (and you've been doing fairly well). Wait till you start getting the very sophisticated, organized groups and especially social protest groups. That's where the going will get tough--all because of the well-defined organization. Why do these kinds of groups do so well? Largely because they have well-defined clear-cut goals. They know where they are headed. In addition, they know they must win--and they do win! In war, you either win or lose. The only guy who talks about a tie is the guy who has lost. In sports, you win or you lose. Nothing in between. "It was a good game." Nonsense! Politics is the same. You either win or you lose. These people have very clear goals--but even more important, they have clear results.

Do you have very clear goals and results in corrections? Not really. It's hard. And one of the things we have got to be concerned about, and one of the things that we can learn from these people, is a little of what they know about organizations.

Why do these kinds of groups do so well? Largely because they have well-defined, clear-cut goals. They know where they are headed. In addition, they know they must win.

Let's take a look at the organization of armies for war, because they have historically organized themselves very well. They have done so, of course, to reach very well defined objectives--they wanted to win. Look at our own wars.

I spent about four or five years reading one military book after another, particularly on the history of warfare. I have also been writing and reading about politics. Here's what I found out. Let me take about five minutes to go through what should take about five days: the history of warfare.

Stage number 1: If you get two guys fighting, the big guy wins. Stage number 2: The big guy shows up wondering, "What am I going to win this time?" But the little guy has gotten some help. Stage 3, which dominated ancient warfare, was a matter of pitting one mob against the other. And even though there were different formations, when it really counted, it broke down to man-to-man battle.

But eventually, we began to learn some real principles of organization. Some men with small mobs were ambitious. They realized that if they took a small mob, and organized it, and trained it to fight as a unit, they could have fantastic successes. It's really amazing to go through military history and find out the size of the conquering army. Armies were fantastically small. I saw some of those Cecil B. DeMille pictures, and everytime I saw a Roman legion I thought I saw about five million men. When you read history, you discover that very rarely was a legion more than 100,000 or 125,000 men. Sometimes they got up to a couple of hundred thousand, but that's when they used mercenaries, and they had to knock them off after a battle or two. Alexander the Great started out with about 125,000 men, and on his way back to Greece, that is for half of his military career, he fought with an army of about 35,000 men. The Arabs who swept all across northern Africa did it with an army of 15,000 men. But they found that they could take a small mob and train

them and beat gigantic mobs. The secret? Organization.

History discloses some other interesting features. Consider what the Roman Legion did to train their men. First, they would start out with 120 to 140 men. The first day they would march 50 miles. Then they made camp. Then they would march another 50 miles, and another 50 miles. After a while, 50 miles wasn't very bad, and so they would train the men with swords and shields that were twice the weight of a regular sword and shield. This training lasted two years, and at the end they were lucky to have a hundred soldiers left. But those were in fantastic shape. If they went into combat, it was like a day off. Nobody could stand up against them.

They realized that if they took a small mob, and organized it, and trained it to fight as a unit, they could have fantastic successes.

On graduation day they gave them the famous Roman short swords, saying, "I guarantee you, if you break rank and try to fight it out man to man, the guy you fight will have a bigger sword." So the Romans were highly skilled, well trained or prepared, and they had a good cohesive organization.

The secret? Organization!

Look at what the Romans did in combat with spears. In those days the early part of the battle was a spear-throwing contest--but the Romans used brittle spears. Their spears would break when they hit the ground (though they did not break if they hit the enemy soldier--they weren't that brittle).

When the fighting began and the Romans threw their spears, the enemy was fairly fresh and most of the spears were blocked. Then each side would throw a

second spear. When they were out of spears and needed more, they usually picked up the spears which had been thrown at them. The Romans would reach down and pick up beautiful spears, hand engraved with long fantastic shafts and beautiful sharp tips. But their enemies picked up Roman spears, which were all broken. The points were bent. So while the Romans had beautiful spears, the enemy was left with the lousy Roman weapons. And they were in trouble! Now, do you see the point of preparation and training? The Roman organization was good, but with the added strength of well trained and prepared personnel, they were, for a while at least, invincible.

The Romans then began to make the mistake that we so frequently make: if your organization is good, what would be even better? A lot of organizations. And when the Romans got too organized and too big, they lost a great deal of discipline, and very soon they began to lose. It is a mistake to think that you cannot over-organize. You can, and it kills the organization.

Another thing to avoid is the confusing of organization with rigidity. Organizations that are too rigid die. They cannot and do not change. You must have some control over the environment. Flexibility is a key, particularly in this age of rapid change, adjustment, and modification.

The Romans then began to make the mistake that we so frequently make: if your organization is good, what would be even better? A lot of organizations.

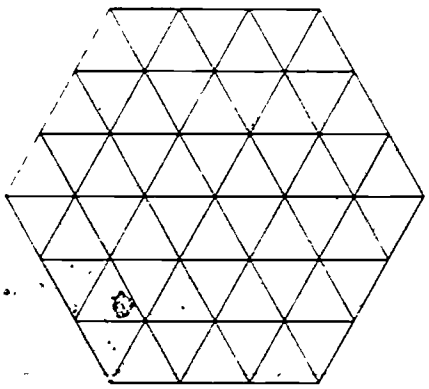
This ability to change also implies that you must be willing and able to change some of your behaviors. You have to treat different people in different ways, even at the same time. Good managers are good adapters. They know how to adapt to the situation they are in, even with changing degrees of information. For this reason we say a manager is a catalyst--his job is to get things done by getting a lot of other people to do them.

Now our time is gone, and it has been fun to be with you. I hope you begin to see the importance of knowing about organizations--~~of~~ knowing <u>your</u> organization--as it is the first step in decision making. The more you know about what is going on around you, the better you will be able to make the decisions about you and your organization that you as a manager must make.

IV.

THE CLIENT WE SERVE

by JIM PARHAM



To give correctional personnel sensitivity to the viewpoint of those so frequently placed in correctional custody, Parham describes the feelings of the poor and disadvantaged. Such insights into the complexity of why they feel as they do, and the socially crippling effects of those feelings should help correctional personnel to actually serve the client. The gentle thesis of this graphic presentation is that in order to serve the client well, he must first be well understood.

This speech was delivered at an SCMTC workshop entitled "Executive Effectiveness Seminar," October 31, 1972, at the Ramada Inn in Hapeville, Georgia.

THE CLIENT WE SERVE | JIM PARHAM -

Someone--F. Scott Fitzgerald, I believe--when asked about the difference between the rich and the poor, is reported to have said without elaboration: Poor people are different; they have less money. This was supposedly his way of emphasizing a belief that there were more similarities than differences between these income classes.

Like most rhetorical comments, however, it is more provocative than instructive. It implies that given sufficient funds, the poor would be just like the rich. Would they? We don't know. They might --given the same value placed on education, work, and leisure. At any rate, we shall never find out short of a complete redistribution of wealth so that everyone has equal shares--a prospect so unlikely that we should not waste time speculating about it.

We can acknowledge the accuracy of the commentary, however, and go on to ask ourselves a more pertinent question: What is the effect on individuals and families of having so little money as to be termed poor or disadvantaged? We know that its most pernicious effect is the pessimistic life view and pattern of failure with which it infects those chronically subjected to it. We know its most insidious effect is the tendency of the general public to believe that those who are poor are also inferior. We know that these two effects complement each other in a vicious cycle and lead to strong feelings of deprivation, insecurity, and powerlessness. The result is, among other things, limited life opportunities, alienation, and a fatalistic resignation which compounds it all. We will comment on these, but let's start with the most obvious.

The sense of being deprived resulting from this inability to consume in a consumer economy is probably the principal source of embarrassment and insecurity for the poor.

If you're poor you don't have money to live at the standard Americans believe to be minimal. You don't eat as well, you aren't housed as well, you don't dress as well as the majority. You've not doctored well, schooled well, transported well, informed well, or entertained well. You can't stop for snacks or a beer, drop in on a movie, pick up tickets for the Braves, Falcons, or Hawks, buy a toy for the kids, or do a lot of things which most of us take for granted. You may not even have change for a phone call or bus fare. The sense of being deprived resulting from this inability to consume in a consumer economy is probably the principal source of embarrassment and insecurity for the poor.

Not only do the poor have less money but they pay more for the things they need. Food bought in small daily quantities at the corner grocery is more expensive, but weekly volume shopping at the supermarket requires more ready cash, transportation, storage space, and--most essentially--an appreciation of the mathematics involved. Rent paid by the week, without the protection of a lease, brings less quality for the money paid. To purchase appliances at neighborhood outlets on weekly installments usually mean no discounts and high interest rates. When the bulk of your weekly cash goes for food, clothing, and other consumables, sales taxes take a greater share of your total income. No money down means a higher price for a used car, and the odds are very great that it will quit running before your payments do. The ordinary risks of sickness, injury, loss of job, or essential repairs create a money crisis of desperate proportions. Life is very uncertain and insecure; you frequently feel that terrible unease in your gut when you must ask (or beg or plead with) some other person to spare you some dreaded indignity--eviction, garnishment, refusal of further credit, or re-possession of some critical item.

Being disadvantaged is more than being without money.

Being disadvantaged . . . is being uneducated and unsophisticated in a world that places a premium on learning and know-how. It's being ignorant of a whole range of ordinary experiences--never having taken a vacation, never been camping or hiking, never had a birthday party, never been to a play, never dined at a good restaurant, never been on a plane, never been to a museum, never walked on carpeting, never seen a famous person in real life. It's not being able to read and complete the application blank; its cheating by stealing an application blank, and getting someone else to fill it out for you, and then having to pretend that you can read the numbers on the crates you have to store, afraid all the time you'll goof and get fired. It's not being able to read the sign on the bus or the street marker so you can find your way to the job. It's being a high school graduate who can't spell or write a complete sentence.

It's realizing that you're the last hired and the first fired, and that your pay check is less than everybody else's on the job.

It's being unable to pass the simplest employment test. It's being embarrassed because other people can't understand what you're trying to say, and having them look at you like they think you're dumb.

Being disadvantaged . . . is being unskilled in a work world that has good jobs for the trained and qualified, but the same old dead-ends for the unskilled. It's looking at ten pages of want-ads and not seeing anything you're qualified to do. It's finding out that being a shade-tree mechanic or a jack-leg carpenter is not good enough. It's discovering that to be first class you have to be able to read and keep up with the new stuff, and know how to handle figures and arithmetic, to do measurements and to make estimates. It's finding out that maybe school was important after all and wondering how you can afford to take time for training now. It's realizing that you're the last hired and the first fired, and that your pay check is less than everybody else's on the job.

Being disadvantaged . . . is being uncared for and unloved in a community that is always bragging about how friendly it is, how compassionate it is. It's living alone on a welfare income when you're old and sick. It's never having any company. It's not having anybody at the house when you get home from first grade classes. It's living in a large family where there's never enough of anything and mom and pop are too tired and defeated to care. It's a locked school yard gate, an empty playground, keep-off signs, no-trespassing warnings. It's being buried in a pauper's grave.

Being disadvantaged . . . is having parents who teach you that "getting by" is a safer goal than "getting ahead." It's being afraid to risk a "bird in the hand" for "two in the bush." It's staying on welfare rather than taking a job you might lose. It's the whole bag of limited horizons: settling for a job in the mill when you might have gone to college; working for a wage when you might have had your own business; becoming a house painter when you could have been an interior decorator, or a mechanic when you might have been an engineer.

Being disadvantaged . . . is having parents who teach you that "getting by" is a safer goal than "getting ahead."

Being disadvantaged . . . is having other people to stereotype you, to label you, to prejudge you. It's your teacher expecting you to do poorly in school and then being self-satisfied when her prediction is correct. It's your foreman thinking you'll be a problem worker, and then patronizing or harassing you until he makes it happen. It's the cop who assumes you're belligerent and beats you to the point. It's all those generalizations that end by declaring: "that's just the way they are"--those niggers, hunkies, dagos, spicks, kikes, hillbillies, crackers, rednecks, micks--or whoever the convenient target happens to be. It's being assumed to be shiftless, lazy, irresponsible, promiscuous, sinful, undeserving, and unworthy.

Being disadvantaged . . . is being a member of a minority group in a society highly sensitive to racial or religious differences: It's playing the role of "Negro" or "Jew" or "Indian" or what have you

out of habit, or fear, or because you've done it so much you've come to believe the myth yourself. It's not being free from the confines of the restricting "role"--Negroes can't be assertively "uppity," "give them an inch and they'll take a yard," "none of the minorities should move into our neighborhoods or get too friendly with our women."

Being disadvantaged . . . is hating yourself for being not good enough to make it.

Being disadvantaged . . . is believing that whatever you get in life is what you were predestined to get by some higher unquestionable authority. It's believing it's hopeless to fight City Hall in order to prevent your neighborhood from being gutted for an expressway. It's believing that the public housing manager is inherently right when he says you can't plant flowers outside your apartment. It's believing that the children born to you repeatedly were somehow meant to come and leaving it up to God to provide for them. It's resigning yourself to the fact that your son will likely get into trouble with the law and your daughter will likely get pregnant. It's believing that whoever makes it is just lucky . . . and that someday maybe you'll pick the right number.

Being disadvantaged . . . is hating yourself for being not good enough to make it. It's blaming yourself for all the missed opportunities and trying to escape your hurt pride with alcohol or drugs. It's knowing people are going to reject you and rejecting them before they get a chance. It's a chronic depression covering a towering rage that occasionally erupts into a wife beaten, a child abused, an officer assaulted, dishes shattered, and then shrinks back to guilt and more depression.

Being disadvantaged . . . is feeling isolated and apart, different from and not a real part of the larger world around you. The police can't be depended on to protect you, the welfare lady is more snooper than helper, the medical clinic tries to shut you away, the school is more interested in teacher comforts and hours, and the neighbors can't

be trusted. You're really alone, or, at least, that's the way you see it.

Being disadvantaged . . is not being able to find meanings in life. Why be honest when only the crooks you know are making it? Why be loyal when no employer ever valued you? Why be industrious when it leads nowhere? When all the bosses you ever saw were a different color? Why not cheat on welfare and unemployment compensation when all the jobs you can get are dead end?

Being disadvantaged . . . is accepting whatever happens with resignation because you know you don't have the power to do anything about it. The odds are too great. The deck is stacked against you. If you're turned down for a job you should have had, you grin and bear it. If your kid is picked up by the police and says he didn't do it, you tell him to be quiet and hope for mercy.

Being disadvantaged . . . is feeling there's no use hoping. Nothing good is going to happen no matter what you do, so why try? Why work hard? Why save your money? Why go to school? They'll be no breaks --luck is against you. Even if something good happens, it won't last. Tomorrow will be just like yesterday.

Being disadvantaged . ... is accepting whatever happens with resignation because you know you don't have the power to do anything about it.

So being disadvantaged is a complex, many-faceted condition. Some are more, some less disadvantaged. A disadvantaged person may be child or adult, male or female, young or old, bright or dull, dependable or undependable. He may be strong or weak, vigorous or apathetic, nice or mean, pretty or ugly, black or white, (or yellow, or red, or pink, or brown). He may be any combination of these or many other characteristics.

To fully appreciate the socially crippling effects of chronic poverty and disadvantagement, you have to try to think yourself into the skin and behind

the eyes of the disadvantaged person. How does the world look from behind his eyes? (That is one condition we all share; we're one small consciousness behind a pair of eyes looking out for a brief period on a timeless universe. It's awesome and spooky to think about.) It's hard to feel yourself into someone else's perception--probably impossible. But you can't even get close to understanding unless you try.

To fully appreciate the socially crippling effects of chronic poverty and disadvantagement, you have to try to think yourself into the skin and behind the eyes of the disadvantaged person.

A man named John Howard Griffin darkened his skin and wrote a fascinating book called "Black Like Me." But most of us can't do anything quite so dramatic. We have to learn to listen hard and challenge ourselves to think differently, to shake our comfortable assumptions and automatic perceptions.

So much information bombards us nowadays that we're likely to screen out anything that doesn't fit our accustomed modes of thinking, that doesn't fit the ruts into which we channel the stuff.

A friend of mine says that blind faith in conventional wisdom is the biggest barrier to real communication and understanding. He puts it this way: "It ain't the things that a man doesn't know that get in his way--what gets in his way are those things he's absolutely sure of that just ain't so."

As an example of what I'm trying to say, let me tell you about some young, black, street-corner men I was trying to understand when I was at EOA, the Atlanta poverty program. These fellows were scornful of job training programs and minimum wage jobs in general. I couldn't understand why they wouldn't take jobs when they had no other source of income. I had five of them in my office talking about the matter. I said: "Tell me something. Why is it you say you won't take a minimum wage job when you don't have a job now?"

One of them, a 25-year-old named Smitty, answered me in a very puzzling way. He said: "You can't make it on a minimum wage job and support your family and all . . . and you ain't making it now . . . so you might just as well not make it one way as another."

Think about that for a moment. What was he saying? I'd rather not work at all? I want more than I'm worth? I want to start at the top? You got to make me a better deal?

Perhaps, but if that's all you heard, you're not listening well. You're applying only your own standards and your own perspective to the thought communicated, and your judgment reflects it. Can you try to see it as he might be seeing it?

"You might just as well NOT make it one way as another." In other words, "I won't be able to make it whether I work or don't work. Off the job or on the job, I'm still a failure--so why try? I'm a flop if I work, and I'm a flop if I don't work."

We would answer this with an amazed question: How could any man who works regularly be a failure--no matter what his job? That's our middle class perspective.

While it may be virtuous to work regularly, it's not hard to feel like a failure if you don't earn enough to take your family above the poverty level, or if your job title is one that reflects no skill or achievement, or if it is a job that anybody could do with little or no training.

Our middle class experience tells us that if we work hard, learn our jobs, and perform well, advancement and higher pay will follow. We've seen it happen for friends, brothers, uncles, fathers. But what about our black street-corner man. His GUT experience tells him something very different. He's seen uncles, brothers, and fathers labor for years as porters, waiters, handymen, flunkies, laborers, and all be passed by. He looks around at the good desk jobs and sees all white faces. He looks behind the brooms and shovels and sees all black faces. In his community the guy who dresses sharp, has a cadillac car, and the best looking woman is frequently the guy who works outside the legal limits of the law--and a guy who ridicules the straight life.

If you're going to understand what the young man was trying to say, you have to be willing to see it from

behind his eyes and try to understand why it makes sense to him to feel and act the way he does.

We would answer this with an amazed question: How could any man who works regularly be a failure--no matter what his job? That's our middle class perspective.

Other conventional wisdoms that "just ain't so"--or at best, constitute over-simplifications include the following:

(1) "Poor people don't think about the future." The implication is that they have some innate weakness for immediate gratification; some constitutional incapacity for planning ahead. Poor people do think about the future, but from where they sit, the future looks like it'll be a repeat of the yesterdays--without security, without hope. So they blow a little sometimes when they have it. If they didn't, the bottomless pit of family needs would exhaust it anyway. Some relative or friend would borrow it, beg it, or steal it.

(2) "Poor people don't care about education and don't encourage their kids to stay in school." Studies show they care greatly, but circumstances often conspire against them. They may need the money the youngster can earn, or they may need him to baby-sit younger sibs so the parent can work. Sometimes the school is just as happy the youngster doesn't return because he can't learn anyway--and that's the message they've transmitted to him for years.

(3) "Poor people lack initiative and can't be motivated." When black people showed initiative, we considered them "uppity." Motivation requires not only discomfort but at least a dim hope of making some change. Repeated frustration, constant discouragement, and discrimination can kill the hardiest spirit of hope. Many poor people simply don't feel they have a prayer of escaping their circumstances.

(4) "Poor people would rather stay on welfare than take available jobs." Yes, as long as the job is shaky and without much promise. It's foolish to give up a regular welfare check for an unstable job that may play out and leave you without anything--and possibly a long wait to be reinstated on assistance.

(5) "Black females are 'brood mares'." The fact is that the lowest birth rate in the country belongs to college educated Negro women.

(6) "Poor people have nothing to contribute to the design of programs to serve them--it's like asking the patient to cure himself." Even the doctor has to ask the patient what hurts and get him to describe his symptoms, and the doctor knows well the fact that the patient's cooperation is necessary for successful treatment. Poor people can tell us better than anyone else what hurts them and what relieves them--if we'll listen.

This kind of thinking is essentially just being willing to question the easy answer--not being willing to accept supposedly logical, simple judgments that neatly fit the categories of thinking we have already formed. Psychologists tell us that all behavior is purposive. The problem, of course, is knowing what purpose a bit of behavior is serving. We usually jump to the conclusion that behavior that we don't like is serving some moral weakness in the individual, when, upon closer examination, it is most likely a logical reaction to the conditions of his life.

It's always easier to say "disadvantaged people can't be helped" than it is to admit that maybe we don't know how to help them.

Attempting to understand behavior doesn't mean approving it or applauding it. Many persons condemn any explanations other than the conventional wisdoms as "apologisms" that give sanction to destructive behavior. This is shortsighted. If we are to effectively help the people who make up our poverty stricken and disadvantaged, we have to understand as best we can what it is that is defeating them.

Of course, the easiest trap of all to fall into is to blame the person being served if things go wrong. It's always easier to say "disadvantaged people can't be helped" than it is to admit that maybe we don't know how to help them. If the students aren't learning, maybe it's the teacher. If the kids don't enroll, maybe you're offering the wrong courses, in the wrong places, at the wrong time. Too often, we've planned the offerings, made the schedules, and set the boundaries--and then said "take it or leave it."

Those who took it were our successes; those who didn't we labeled "unreachable."

If they can't be helped, the situation with them is hopeless. If the problem is our lack of knowledge about just how to go about helping them, then there is a challenge to our abilities and our sense of commitment.

Remember that the most important thing your disadvantaged client needs is self-respect, and he gets this through the attitudes of significant other people in his life--one of whom will be you or your subordinate. Through these social contacts, he develops what one sociologist has termed the "looking glass self"--his self-image, his self-esteem, his feelings of confidence, potential, or lack of it. He gets a positive charge to his self-respect only if you are transmitting it. It's more important how you act than what you say; non-verbal clues--a smile, a look, an air of patience and interest--tell him more than words.

Remember that the most important thing your disadvantaged client needs is self-respect, and he gets this through the attitudes of significant other people in his life--one of whom will be you or your subordinate.

Finally, believe your disadvantaged clients can change; expect them to do so! Nothing is more likely of fulfillment than an expectation that your client cannot make it. All of you, I am sure, have heard of the Rosenthal studies where a group of teachers were given information that certain children assigned to them were sort of "late bloomers" and could be expected to show improvement in the coming weeks beyond what might be anticipated from their earlier school performance. Actually, the children were simply picked at random and so identified without any basis. Lo and behold, however, the children selected did make greater progress; and the presumption is that it was due to the fact that their teachers expected them to do so, and somehow related to them differently than they might have. Something subtle seems to be at work here.

Finally, believe your disadvantaged clients can change; expect them to do so!

Someone has said that what a man becomes in life depends on three things:

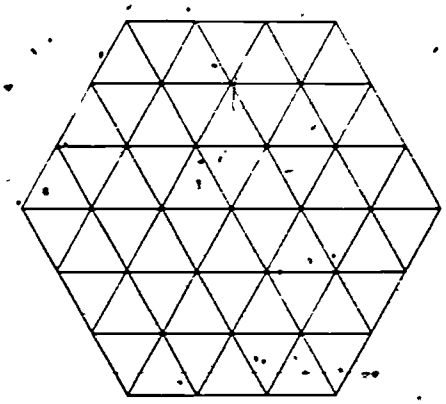
1. what he's born with,
2. what happens to him, and
3. what he himself does about it.

Now this is obviously an over-simplification, but I find it useful. It adds to heredity and environment the individual's own unique reaction to his peculiar life circumstances. It's useful to me because it reminds me that a client, regardless of his circumstances, can change, and that I can be an agent of that change because when he meets me, I become an influence, or a force (positive or negative), in his environment and in his life.

V.

MY CREATE-A-CRIMINAL KIT

by GERALD P. WITTMAN.



Wittman examines some of the societal elements which play upon individuals--particularly the young, the poor, and the disadvantaged--and often incline them toward criminal behavior. In particular, Wittman shows how construed "professional" behavior may act as a self-fulfilling prophecy which often induces or encourages criminal-type behavior responses. Wittman warns correctional personnel that, with the greatest alacrity, inmates, as well as individuals in society, should be protected from all such inequities in "the system."

This paper was presented at the 15th Annual Southern Conference on Corrections, Florida State University, February 18, 1971.

MY CREATE-A-CRIMINAL KIT | GERALD P. WITTMAN

Among other things, this is a do-it-yourself age. With the help of the Better Homes and Gardens Handyman's Guide even you can learn to carpenter, wire your attic, hang wall paper like an expert, lay a patio, plaster a wall, or turn your basement into a luxurious bar.

I have also developed a do-it-yourself kit. It is called the Create-a-Criminal Kit. It is much simpler to use than the Better Homes and Garden's Handyman's Guide since you don't have to lay out any money for new tools or equipment--you are already adequately supplied with everything you need.

Basically, this is the way the thing works. You take a kid--just any ordinary garden variety kid that you can find in almost any home. It seems to work better if you take a ghetto kid or a poor kid, but if you can't find one of these, it will work about as well with a middle-class kid if you handle things right.

Now you take this young fellow (about age five or six) and put him into the standard American school system. One thing you'll notice about kids of this age is that they are extraordinarily full of wiggle and noise. If you remember the school system of your own boyhood, you'll remember that wiggle and noise was not a particularly favored activity. You'll be glad to know, in case you've wondered, that it still isn't allowed in very many places. Since wiggle and noise is disapproved behavior, teachers watch very carefully to see that the kids don't do any spontaneous things like speaking without permission, or moving out of the precise rows designated by teacher, or reading Superman comics instead of that ever-fascinating story about, "See Jane. See Spot. See Spot run."

I see you have been alert and followed me closely so far. That's good, because we are coming to phase one of your Create-a-Criminal Kit.

Most kids are quick to learn the requirements of the school system and you, being familiar with modern day corrections, will be familiar with many of the rules because they may be common to some settings in which you may have worked. These requirements, for those of you who may have forgotten, are: speak only when you are told to speak, don't challenge the teacher's authority in any way, learn to sit in those straight rows of chairs about five hours daily, and above all, don't wiggle except during the approved wiggle periods. These are called recesses.

Now, in spite of everything you do, there will be some non-conformists among these kids who will talk without warning or prior permission, or who will wiggle outside of the regularly scheduled wiggle periods. If you handle it right, these kids are the raw material for your Create-a-Criminal Kit.

So here is what you do. Let us say you spot a wiggler. And just for the sake of giving him a name, let us call him Willy. Now, if you are using my kit properly you will speak sharply to Willy when he wiggles and, in keeping with modern educational methods, you will make an entry into Willy's record folder. Well, if you're really a professional you can't just say Willy talked or wiggled, so you put it in acceptable professional terms and say Willy has a short attention span. Don't you agree that sounds better than saying Willy is a wiggler?

For those of you who may have been taking notes, don't put your pencils away. There's more to it than this. Even in Florida you can't send a man to Raiford for having wiggled in kindergarten. But, you have a start.

Now Willy progresses through first, second, third, maybe fourth grade. Since each new teacher in turn has read Willy's kindergarten folder each new teacher mentally notes: "Aha! I got a wiggler--with a short attention span yet." Then because you are looking for the wiggles, you begin to see other things that are strange about Willy, like maybe he's nervous about being watched for signs of wiggles. So, if you are an alert teacher, you add some more

lines in Willy's record like, "Willy seems abnormally anxious and shows signs of incipient character disorder."

This still isn't enough to send a guy up for five to ten so you keep watching Willy. Then comes your big break. One day as Willy's class is filing out of the school for fire drill, one of Willy's school buddies gives him a playful "goose," after which Willy turns on his buddy and gives him a child-sized right hook smack in the kisser. Without delay, teachers descend from all quarters, and Willy is hauled off to the principal's office.

Then because you are looking for the wiggles, you begin to see other things that are strange about Willy, like maybe he's nervous about being watched for signs of wiggles.

After an appropriate tongue lashing, a new entry goes into Willy's now thickening record folder. Does it say, "following an unexpected 'goose', Willy turned on the gooser and gave him a sharp smack in the mouth?" If you think so, you are definitely not of professional caliber. By now you should know what goes in Willy's record.

What goes in reads something like this: "Willy shows evidence of anti-social attitudes, assaultive tendencies, and seriously disrupted school fire safety procedures." Now this really has some meat on it and it guarantees that every new teacher and new school that gets Willy in the future will be watching out for further evidence of Willy's deviancy.

But you get the picture. Willy is now marked. What started out as a seemingly minor case of the wiggles in kindergarten (which may actually have been due to the presence of pinworms) is now assaultive and antisocial behavior.

By this time, Willy is also getting the picture. When he got to junior high the principal greeted him with a warning, "Willy, you better keep your nose clean or else." Eventually, since Willy's self-concept is at least partly what he sees

reflected in the attitudes of others toward him, an inner transition has been taking place. Willy is now beginning to regard himself as trouble with a capital "T." Once he accepts this view of himself, then he starts to act on the expectations of the people who have judged him.

Depending on the degree of Willy's creativity, he may simply "bug" his teachers, play truant from school, or maybe do a little window breaking. If that is less than satisfying, there are always more exciting things. Breaking and entering, drinking, pot smoking, or joy-riding with the principal's car are other options. This, as you may be aware, can get you more than just another entry in your school record folder.

It's this latter form of activity which attracts the attention of the police, and the next thing you know they are saying, "Willy, won't you join us in a visit to the juvenile court?" Everyone knows it is bad manners not to go when the police invite you to a social function of this importance, and so Willy goes.

Eventually, since Willy's self-concept is at least partly what he sees reflected in the attitudes of others toward him, an inner transition has been taking place. Willy is now beginning to regard himself as trouble with a capital "T."

The judge, in the manner of judges everywhere, looks at Willy, the evidence presented by the police, and the social study (which includes comments from Willy's school record). These unitedly tell the judge that so far Willy seems to be trouble with a capital "T." The judge now adds a new letter and says, "Willy, I pronounce you delinquent with a capital "D," and away goes Willy to the state training school.

Now even though my Create-a-Criminal Kit has worked quite well up to now, you shouldn't get too overconfident. In spite of everything, there are some perverse kids that will come out of the training school, finish high school, get a job, get married, and start raising kids like the rest of us. But if

the directions in my kit are followed, this won't happen too many times.

When Willy gets back to the community you'll find it helpful to roust him out of bed every time anything happens in his neighborhood. Question him every chance you get. Tell him he can't associate with other delinquents, but make sure that everyone who might employ him knows Willy is a "risk." Eventually Willy gets the idea about what is expected of him, and if he's crossed the magic age threshold into adulthood, his next caper is a crime.

Now, one more visit to the criminal court judge, and your Create-a-Criminal Kit is complete. So Willy who was trouble with a capital "T," and delinquent with a capital "D," is now criminal with a capital "C." And just think, it all started with a few pinworms and a wiggly kid back in kindergarten.

Eventually Willy gets the idea about what is expected of him and if he's crossed the magic age threshold into adulthood his next caper is a crime.

I can see it in your faces. You are thinking, "Surely you jest." Perhaps so. But maybe not as much as you think. What I am saying is this: Let's be extremely careful about predicting delinquency in certain children. The self-fulfilling prophecy is too much a reality to be ignored. Even if we do see behavior which we think will result in delinquency at some later time, we will do that child a significant favor if we emphasize whatever positives we can see rather than noting only his negative characteristics. Somehow, I wish there were some way we could get away from the record that follows each child from class to class and school to school. I think if each teacher had to discover for him or herself the attributes of each child, a child who might have stirred an unfavorable reaction with one teacher might have found support from another. Children are too important to be marked with dossiers before they've had a chance to grow and be themselves.

Let's be extremely careful about predicting delinquency in certain children. The self-fulfilling prophecy is too much a reality to be ignored. Even if we do see behavior which we think will result in delinquency at some later time, we will do that child a significant favor if we emphasize whatever positives we can see rather than noting only his negative characteristics.

How important is this problem? A news item in one of last week's *Tallahassee Democrat* reported this: Teachers in a particular school tried a new idea: Instead of only writing notes to parents when a kid did something wrong, they wrote notes or phoned the parents when a kid did something right.

Parents who got calls from the school sometimes said, "What's he done now?" When they learned that their boy did something right like helping to shovel snow from school walks, they didn't know what to say, but they were all happy and relieved about it. Kids reported the favorable calls had vastly improved their relationships with parents and criticism dropped and more trust developed.

Another item, perhaps more typical, comes from the editorial page of the February 16th *Tallahassee Democrat*. The writer is speaking about the recent demonstration at Raiford:

> It would be unthinkable to let these prisoners believe they could achieve their objectives by threats, demands and violence. They must be made aware at all times that they are offenders against society; it is not the other way around.

If crowded conditions, inability to get a parole hearing, and inability of the weaker prisoners to protect themselves against perverts and muscle men isn't an offense against them by society, I don't know what is. But the editor is saying to them: "Sit straight in your seats and don't wiggle--and above all don't complain, because you are Criminals, a class apart."

One more quote and then I'll wind it up. This one from the September 14, 1969 *New York Times Magazine*. Reporting on a conference between judges, correctional staff, and prisoners. One official commented:

> Nobody understands us; nobody appreciates what we're doing. We're sitting on the lid of a garbage can keeping the garbage off the streets.

If you believe people are garbage, you treat them like garbage, and what's worse, they'll behave like garbage.

One prisoner at that same meeting said this:

> You'd better realize that the only way you're going to help prepare us to make it on the outside so that we don't come back in is by beginning to show that you trust us a little. That's the name of the game.

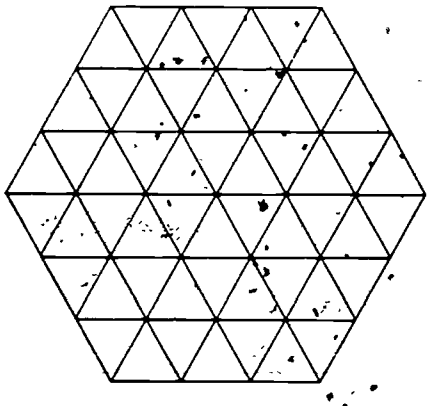
That was Willy the Wiggler talking fifteen years later.

If you believe people are garbage you treat them like garbage, and what's worse, they'll behave like garbage.

VI.

SURVIVAL KIT FOR VOLUNTEERS

by SHARON HARRELL



Using the Institutional Care Services Division of the Department of Human Resources, Harrell outlines, in detail, the components of effective management of volunteer programs. Notice is taken of proper preparation for, and utilization of, volunteers. Guidelines for working with groups of adolescents are provided. This case-study illustrates many of the facets of volunteer work which are amenable to correctional use.

This speech was given at a SCMTC workshop entitled, "The Female Offender," in Ocala, Florida, June 14, 1973.

PROFILE OF

INSTITUTIONAL CARE SERVICES DIVISION STUDENTS:

A typical student at the Institutional Care Services Division (ICDS) will be a black District of Columbia resident, ages 14 to 18 years, from a multi-problem family (often with only one parent), living at or near the poverty level. He or she will have a history of failure in school, be strongly peer-oriented, and frequently have some history with narcotics.

MAPLE GLEN SCHOOL: (Laurel, Maryland) Houses 150 young people (male and female, ages 10-18) who are committed by the court as being Persons in Need of Supervision (PINS). They typically have come to the attention of the authorities for a series of relatively minor offenses (truancy, beyond parental control, etc.). Average stay is 6 months.

CEDAR KNOLL SCHOOL: (Laurel, Maryland) Houses 250 young people (all but 20 male, ages 9-18) who are adjudicated "delinquent" by the court and have been involved in a wide range of offenses, usually not involving violence. Average stay is 12 months.

OAK HILL YOUTH CENTER: (Laurel, Maryland) Houses 100 older (16-18), more aggressive male delinquents. Approximately 50% of the students have a previous institutionalization, 70% have a narcotics history, and 65% are committed on a charge that involved violence. Average stay is 9 months.

DETENTION STUDENTS: Young people who are in detention status awaiting court action are placed at Cedar Knoll and Oak Hill. The turnover is rapid, with many students staying less than a week.

VOLUNTEER JOBS AT THE

INSTITUTIONAL CARE SERVICES DIVISION

GENERAL CATEGORIES:

Individual Sponsor. Acts as a parent-substitute for a student, visits him, takes him on off-grounds trips, etc. Works closely with the Institutional Social Worker.

Hobby/Interest Groups. Are small (usually less than 10) voluntary clubs that meet once a week with a volunteer or counselor leader. Do you have a skill that young people would enjoy learning?

Tutors work in the cottage with students on a one-to-one basis at least once a week, providing remedial and enrichment work, mostly in communications skills--reading, writing, and talking.

Since the students do not have "homework" to be helped with, the tutor needs to be imaginative in the choice of materials to be used. Special materials can often be obtained with one week's advance notice to the Volunteer Services Office.

Cottage Sponsors: A group or club may sponsor a cottage. They agree to come at least once a month, preferably more often, and they plan with the cottage counselors for activities that will interest the young people.

One format for activities in a cottage sponsorship program which is usually quite successful is a "cafeteria" style program. The several members of the group each have an activity or interest planned --basketball, cooking, a craft, checkers, bingo, etc.--and they each work with those students who are interested in that activity. No attempt is made to involve all of the students with volunteers, but those who are interested have a number of choices.

SPECIFIC NEEDS:

Center Administration

Medical records, office, clerk-typist, 4-8 hours/week.

Cedar Knoll School

Individual sponsors
Hobby/interest groups
Tutors
Cottage sponsors
Recreation aides (coach sports such as boxing)

Maple Glen School

Individual sponsors
Hobby/interest groups
Tutors
Cottage sponsors

Oak Hill Youth Center

Individual sponsors (must be male adult)
Hobby/interest groups
Tutors
Young ladies to attend dances and socials
Recreation aides (coach varsity sports)

VOLUNTEER PROCEDURE:

BEFORE YOU BEGIN

Certain procedures are established for the beginning of your service at the ICSD. They serve three purposes:

✓ to give you enough information about, and exposure to, the institution--its atmosphere, its students, its staff, its distance from where you live--to

- ✓ decide whether you want to make the kind of substantial commitment of your time and energy that will make a volunteer experience worthwhile for our students and for you.

- ✓ to give the ICSD staff a chance to get to know you well enough to make some judgment as to your suitability as a volunteer, your reliability and promptness, and the capacity in which your service would be the most rewarding to you and most beneficial to our students.

- ✓ to begin to teach you, or refresh in your memory, some of the basic skills, both relational and programmatic, involved in working with any young people, and, more specifically, with hostile/aggressive delinquent young people.

INTERVIEW: Your first step at the ICSD should be either a group or individual interview with the Volunteer Services Coordinator. The coordinator will want to know something about your background, education, interests, and skills, and will give you a chance to ask any general questions that you may have. At the time of the interview, you will fill out a registration form, and the dates will be set for your training sessions.

REGISTRATION: A standard Social Rehabilitation Administration form is used. Be certain to fill in references and to sign your form.

TRAINING generally consists of two sessions, each of 3-4 hours. The first is an orientation session that covers, briefly, the nature of the institution, the background and culture of the students, their stay here, and some of the skills involved in working with delinquent young people. The second session is usually a "program workshop" designed to teach you specific program skills that may be useful (tutoring, drama, crafts, etc.).

ASSIGNMENT to a specific cottage, group, or staff person usually occurs between your first and

second training sessions, so that, at the second, we can deal in more detail with the particular skills that you will need to begin your service.

AFTER YOU BEGIN TO WORK

Sign in: There is a "Volunteer Sign In" book in the control office or desk where you (or some member of your group) must sign your time in, time out, and assignment. This is necessary for record-keeping, and also that the security guards and "O.D.'s" will know that your presence and car are authorized on grounds.

Be On Time: This is important for any activity, but absolutely essential if you are working with a group outside a cottage as this involves a number of students being moved to an area for your activity. We will try very hard to have the proper students present at the proper time, but only if we can count on your being there on time.

Check Out Time is 9 o'clock!!! One of the most frequent complaints about volunteers is that they get so wrapped up in their activities that they forget about the time. Cottage details, showers, canteen time, and sometimes cottage meetings need to take place between the time you leave and 10:00 P.M. Keep track of the time, and don't put the counselor in the uncomfortable position of having to ask you to leave. If you are working with a group outside of the cottage, your activity must end by 8:30 P.M.

Clearing Activities: Be sure to discuss any prospective program with the cottage volunteer coordinator. He or she will help you decide whether or not it is feasible, and will take care of clearing it with other staff, administration, etc.

Cancellation: If you find that you must cancel an activity, or if you are not able to make a regularly scheduled visit, call the cottage and the volunteer office.

Telephone: When you want to call one of the ICSD institutions, call 776-7014 or 725-3600 and ask the operator for the cottage or area ("Cedar Knoll - Hayes Cottage") that you want. She will probably transfer you, not to the cottage, but to the control office. When the control clerk answers, give your name, and say that you are a volunteer. "My name is Mary Greene. I am a volunteer in Hayes Cottage. Would you transfer me?" The control clerk will then signal the operator and have you connected.

Meals: As a volunteer, you are entitled to free meals in the staff dining room (located in the dining room building in each institution). Tell the culinary staff member on the serving line that you are a volunteer, and ask to sign the volunteer book.

ICSD STAFF--AND YOU

The person most important to your success and achievement at the ICSD is the staff member with whom you work (cottage counselor, teacher, social worker, recreation staff member). In fact, technically, your only function as a volunteer is "to assist staff members in their duties . . ." While this is sometimes rather broadly interpreted, it is good to remember as a basic guideline.

Over the years, volunteers who have taken the time to develop a relationship of mutual respect and encouragement with the staff with whom they work (or who work with students with whom they are involved) have almost uniformly had successful and rewarding volunteer experiences. Those who have been cavalier, presumptuous, and condescending in their relationship with staff members have found their achievements to be short-lived, their programs often stymied, and their trips to the institution increasingly lonely.

Relating to delinquent teenagers is frustrating under the best of circumstances. None of us, staff or volunteers, would last very long without mutual encouragement, and it is in this area that staff members and volunteers have the most to offer each other.

CLUES FOR YOU

1. No matter how good your intentions may be, or how much technical skill you may have in some other area, it is safe to assume that the staff member knows more about delinquent teenagers than you do. He is the expert. He has the wisdom gleaned from years of every kind of experience with delinquents. He has the "sixth sense" necessary to maintain discipline or order that you lack. He is usually sensitive to when a boy or girl needs a little special attention or understanding.

2. If the staff member didn't seriously care about young people, he could find plenty of other jobs that would probably pay more, have better working hours and conditions, and not involve sixty commuting miles every day. Remember this when he seems overworked, hasty, or callous. You don't care more than he does. (And, if you last long enough, you will develop your own callouses. They are a necessary protection, and, like callouses on your hands, free you to do a more effective job.)

3. The counselor or other staff member is responsible for the students, in and out of the cottage. If you make an error in judgment, and students run away, or act out, or destroy property, he has to write the "Unusual Incident" report: Your error is dismissed as "the mistake of a well-intentioned but untrained person." He is accountable for "negligence," "failure to supervise," "inattention to duty," etc. So, in cases of disagreement, the counselor's judgment must prevail.

4. One of the easiest stances for the volunteer to fall into, vis-a-vis the staff member and the student, is that of being on the student's side "against" the establishment. "He doesn't understand you . . . but I do." "He won't let . . . but I will." "He enforces a whole lot of meaningless rules . . . but you and I understand that they aren't important."

Students, like any children, are very alert to the possibilities of playing one adult against another, and do it with consummate skill (with the same sort of destructive results that it brings about in any family or group). It is true that, as a volunteer, you are much freer to relate to students in certain

ways, especially "permissive" ways, than staff members are. You don't have to maintain discipline of a large group over a period of time, so you can stretch more rules and get away with it. It is exactly for this reason that it is so important that you support the staff member, both verbally to him, and always to the student.

(And remember for the record, that if you get involved in a relationship of mutual sabotage, rather than support, with the counselor with whom you work, he has far more opportunity than you do--and is just as effective!)

5. Don't be afraid to make mistakes. The most skilled program people make them. But when you have a scheme or plan or idea, always discuss it with the responsible staff person, first, before you mention it to the students.

If you neglect to do this, and the activity is inappropriate, you may be forced to explain to a disappointed group of students why the idea won't work. Or, if security, life, or limb aren't threatened, the staff member may let you go ahead and perpetrate a "disaster" without warning you. In any case, he will be likely to resent your presumptuousness, and you will find your relationship and your program deteriorating.

WHAT YOU HAVE TO OFFER THE STAFF

- Fresh Ideas: Most of us, no matter what our jobs are, tend to become routinized in them. Some of this is necessary, but we all get to the point where it is difficult to think up new ideas; we hesitate to experiment with new forms; we need encouragement to see an old situation in a new light. Your very inexperience and enthusiasm, if it is tempered with the staff member's wisdom, can make for a team with a really "new thing."

- Freer relationships: This one is dynamite, and must be very carefully used. But it is true that at times you can give an individual student a kind of attention and caring that the counselor or other staff member can't. (Not because he doesn't know how, or doesn't see the need, or wouldn't like to, but because he is more bound

to authoritarian forms in his relationships because of the pressure of time, the numbers of students involved, and the need to maintain a relatively constant standard of discipline with the group.) Often, if you have a mutually nonthreatening relationship with a staff member, he will be the one to point out a student with special needs, and you can really "assist" him in his work.

Skills and Program Resources: Just as the counselor or other staff member is an expert in his field, you have your own areas of skill and interest. Most of the help you will give will be programmatic. You know how to teach sketching, put on a play, choose a film; you have the resources to buy cookies and punch; you have the contacts to arrange an educational trip. If this is planned with the staff member, especially if it fulfills some plans or pet dreams of his, rather than, as too often happens, is dictated to him, it can be a real building block in your relationship, and far more likely to make a hit with the students.

WHAT A COUNSELOR DOES

In General: The counselor's duties include: providing custody, maintaining discipline, being sure that students observe proper hygiene habits and keep their living area clean, doing regular group counseling and individual counseling as the need arises, and keeping regular records of each student's progress.

Special types of counselors are:

1. *Cottage Recreation Counselors.* Duties include meeting with the Recreation and Volunteer Services Council, which acts in an advisory capacity to the Recreation Director and Volunteer Services Coordinator; setting up and helping to supervise cottage recreation activities; and ordering and distributing cottage recreation supplies and equipment.

2. *Cottage Volunteer Coordinator* (usually is the same person as the Recreation Counselor). Duties include conducting cottage briefings for volunteers assigned to his unit, providing liaison between volunteers and other departments whose services may be necessary to support their program (school, culinary, transportation, etc.), and reporting on their activities to the Volunteer Services Coordinator.

3. *Senior Counselor* is in charge of the cottage. Duties include supervising counselors, scheduling coverage, preparing time cards, attending senior counselors' and institution review meetings, and serving as Activities "O.D."

4. *Activities "O.D."* is the Senior or Chief Counselor who is in charge of student activities and movement on a given morning or evening. He is chiefly involved with volunteers because his duties include being sure that students arrive on time for interest groups and activities, that they are picked up when the activity is over if they are not accompanied by a counselor, and that the area is open before activities and secure when they are over.

GUIDELINES FOR WORKING WITH GROUPS OF ADOLESCENT DELINQUENTS

1. Like People. Delight in them. Accept (and enjoy) them in their framework, with their values and their culture. Observe them; study them; learn to understand the way they think and the ways that they relate to each other.

2. Know Your Subject. Be good at what you're doing. The young people are very perceptive about phonies, and sometimes surprisingly receptive to almost any kind of expert. Present any new idea or concept confidently and enthusiastically.

3. Be Adult. Define your relationship, be sure of it, and stick to it. Be, if you will, a "with it," "together" adult, or an understanding and compassionate adult, but you will do no good as the students' pal. They will be confused rather than "turned on" if you try to deal in adolescent terms.

4. Don't Get "Up Tight." If your ego is so weak that it depends on having a "success" (either programmatically or relationally) with the young people, we don't need you. The surest way to lose both respect and control is to "lose your cool." The students will try very hard to "get next to you,"--don't let them.

Don't put so much of yourself into your relationship with a child or a group that you have to respond "How could you?" when they "fail" you in some way. You have to learn to accept the tragedies, spiritual poverty, viciousness, callousness, and mute appeals of the children, and still sleep at night.

5. Be in Charge. Don't be conned, or, as the students say, don't let anyone "beat you for your mind," or "pluck your cap." You set the terms of the group or activity. If they change, you change them, but never in response to pleading, threats, or blackmail. Be a little skeptical. Don't take everything the kids say at face value. Check the facts, if possible, despite the way they'll likely react: "What's the matter, don't you trust me?" Response: "Can't afford to trust anybody these days." They'll respect you for it.

6. Say "NO." One of the likeliest ways for a student to test you is to ask you for something he knows you can't or shouldn't do or give (especially when an institution rule is involved). Don't be afraid to say "No" without extensive apologies, and, unless you want to, without explanation. Just: "Sorry, can't do it."

7. Don't Make Promises You Can't Keep, or Threats You Won't Carry Out. Far better to say "No" than to promise something hoping the child will forget. He won't. There is nothing wrong with occasionally threatening punishment and then punishing,

but very many idle threats will seriously weaken your position with the group.

8. Keep Your Eyes and Ears Open. Gather information, all kinds, because, first, it's fun, and second, it's useful. Note an idiom or slang expression; figure out what it means; remember it. (But don't use it conversationally unless you are very comfortable with it.) Remember who students' girlfriends/boyfriends are, their opinions and attitudes, "in-group" jokes (but, of course, don't use them unless you are). Be able to make an allusion occasionally which has the students wondering, "How did she know that?"

9. Make Your Activities a Challenge. But arrange and present the challenge so as to make success possible, even likely. Make the students proud of what they're doing. Be tough about behavior; tolerance is a weakness in their system. Put the joker out--permanently. It will probably bring the rest closer together.

10. Don't Preach. Don't make judgments. Don't offer opinions. They know what you're going to say. They've heard all the sermons. Unless they ask for your opinion, they know what it's going to be. Difficult as it may be, if you are going to make any changes, it will have to be with full acceptance of their value system, and, almost certainly, only by example. "Shape up" behavior if you will, but don't imply value judgments about the culture that produced it.

11. Use Your Wits to Maintain Control. You aren't physically stronger, and you can't get louder and more profane, so you've got to be smarter. Keep the students guessing; use the information you gather, the names you know. Make your activity so interesting and so challenging that they will discipline themselves.

12. Assume the Students are More Hostile and More Mature Than They Are. You can sometimes use hostility. Assume that it's there; make it obvious that it doesn't get next to you; refer to it; perhaps even make a joke about it. Have the group protesting, "We aren't that hostile."

Any adolescent is flattered by being considered more "grown up" than he is. Assume the ugly duckling thirteen-year-old has a string of boyfriends, etc.

13. If you are White, Don't Push a Discussion of Race. If you feel compelled to talk about it, you probably won't be able to handle it. The students (and staff) are extremely sensitive to racial stereotypes, and waiting for you to fall into them. Learn what they are and avoid them. (You won't always succeed: don't get "up tight" about your failures.) The other possibility is a superficial and misleading affirmation of racial harmony. As always, take anything that the students say that sounds "too good" with a grain of salt!

14. Remember Names. For two reasons: first, it shows you care about the individual in a mass situation. We are all flattered for someone to remember our name. Second, there is no more important single element of group control. In dealing with relative strangers, the kids assume that they have "protective coloring," that you will not be able to tell them apart.

RULES THAT AFFECT YOU

Naturally, the best source of information about rules that you should enforce with the students is the staff member with whom you work (not the students themselves). If you are working in a cottage, it is essential that you discuss with the counselor specific rules affecting that cottage. (Ask before you act!) These are some general regulations that affect everyone:

1. Security and Movement: Students move from the cottage to an activity and back in a group, accompanied by a counselor. Don't let them return unaccompanied. If there is no counselor present during, or at the scheduled end of an activity, telephone the Volunteer Coordinator, Control Office, or cottage for instructions.

For your own protection, if you are working outside a cottage, find out where the nearest phone is, and insist that access to one remain unlocked.

2. Mail: Outgoing student mail must be read by a counselor. Don't agree to take it out.

3. Chewing Gum is not allowed.

4. Smoking is not allowed for every student, and is restricted to certain places and certain times. Check before allowing students to smoke (and never in the school building, administration building, or out of doors).

5. Money: Students are not permitted to have cash in their possession. It must be given to the counselor who will see that it is turned in to the canteen fund and a receipt given to the student.

6. Gifts and Packages: Ask the student's counselor or the volunteer office about the appropriateness of a gift or treat before you buy it.

Generally speaking, any nice "personal" objects--clothing, jewelry, radios--are not permitted, since they often serve to increase cottage tension by getting stolen!

Nothing in a spray can is permitted. (Deoderant and hair spray make very effective flame throwers.)

Always "smell" any substance before you give or lend it to a student (or use it in a crafts project) to see if it can be sniffed for a "high." Anything that says "Vapor may be harmful," or "use in a well-ventilated room" can be. Beware of the cleaning fluid con: "I like to keep my clothes nice, and there isn't any dry cleaners here." Students have died from sniffing carbona and carbon tet.

7. "Weapons." If you are using any sharp objects or volatile substances (scissors, knives, compasses, tubes of glue) in a project, count them (preferably ostentatiously, in front of the students) before you begin and make sure that you have the same number when you pack up your materials at the end. There is no better security measure than the students' knowledge that you are alert.

AVERAGE STUDENT HISTORY--CEDAR KNOLL SCHOOL, MAPLE GLEN SCHOOL, OAK HILL YOUTH CENTER