

DOCUMENT WITHDRAWAL RECORD [NIXON PROJECT]

DOCUMENT NUMBER	DOCUMENT TYPE	SUBJECT/TITLE OR CORRESPONDENTS	DATE	RESTRICTION
N-1 [Doc 74]	memo	Axel Kleibomen to Santavelli	10/6/72 OPEN 1/20/10 Date	C (Nixon)

FILE GROUP TITLE

BOX NUMBER

WHSE. SMOF Kragh

12

FOLDER TITLE

Corrections [3 of 3]

RESTRICTION CODES

- A. Release would violate a Federal statute or Agency Policy.
- B. National security classified information.
- C. Pending or approved claim that release would violate an individual's rights.
- D. Release would constitute a clearly unwarranted invasion of privacy or a libel of a living person.

- E. Release would disclose trade secrets or confidential commercial or financial information.
- F. Release would disclose investigatory information compiled for law enforcement purposes.
- G. Withdrawn and return private and personal material.
- H. Withdrawn and returned non-historical material.

Presidential Materials Review Board

Review on Contested Documents

Collection: Egil Krogh

Box Number: 12

Folder: Corrections [3 of 3]

Document

Disposition

74

~~Retain Close Invasion of Privacy~~

OPEN

11/20/10

Date

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- NATIONAL ARCHIVES AND RECORDS ADMINISTRATION

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74

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Sold this for the
time being

THE WHITE HOUSE

WASHINGTON

October 18, 1972

ACTION

MEMORANDUM FOR THE PRESIDENT

SUBJECT: FEDERALIZING D. C. PRISON SYSTEM

The following are pros and cons of a Federal takeover of D. C. prisons:

PROS

- D. C. Corrections is poorly run.
- Bad conditions, including overcrowding, underpaid and undertrained guards with low morale.
- Discipline is virtually non-existent.

CONS

- We have emphasized upgrading local criminal justice machinery in line with our public position on home rule.

- *Hard core street criminals* *Bureau of Prisons*
Inmates significantly differ from those ~~BOP~~ is used to, *necessitating additional training and planning prior to a takeover.*
- Tensions in D. C. jails could explode with takeover with *Federal government holding the bag* *70?*
- Money for new facilities (\$100 million) is now available *in the D.C. budget to alleviate the problem.*

Therefore?
What?

This is
a con?

Recommendation

You authorize replacement of D. C. Corrections Chief Hardy and institute thorough rehabilitation of D. C. prison system within D. C. government. *with a strong leader who can*



Bud Krogh

a non
sequitur!

October 18, 1972

MEMORANDUM FOR THE PRESIDENT

SUBJECT: 10-YEAR REFORM - FEDERAL PRISON SYSTEM

The 10-year reform program includes 66 new facilities, new programs and additional manpower:

New Programs

Long-range BOP goal: Less direct services to offenders, more supportive services to state and local systems.

- Only 5% of convicts in U. S. in BOP facilities
- BOP must lead by example and "know how" transfer
- Maximum use of LEAA's technical assistance program
- Special attention to youthful offenders by both LEAA and BOP
- Emphasis on community based programs

New Facilities

- 28 non-community based institutions
 - 11 close, medium close and open security
 - 9 youth treatment
 - 4 women
 - 4 psychiatric treatment
- 38 community based centers
 - 31 youth treatment
 - 7 metropolitan diagnostic guidance and detention



Bud Krogh

THE WHITE HOUSE

WASHINGTON

October 14, 1972

INFORMATION

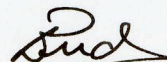
MEMORANDUM FOR THE PRESIDENT

SUBJECT: 10-YEAR REFORM - FEDERAL PRISON SYSTEM

About 5% of the trial offenders confined in the United States are in the Federal Bureau of Prisons, therefore, it must exercise leadership largely by example and by offering encouragement and "know how" to state and local systems. The 10-year program for reform of the federal corrections system constitutes a general overhaul of the federal prison system: new facilities, new programs, additional manpower. Sixty-six new facilities will be built as many present structures are obsolete. Included in the 38 community based programs are 7 metropolitan diagnostic guidance and detention centers and 31 Youth Community Treatment Centers. Since general community treatment centers are rented or leased no capital outlays are needed, it is planned to expand the number by 15. Included in the 28 institutional based programs are 3 adult close security facilities, 2 medium close facilities, 6 open type non-secure facilities, 9 institutions providing diagnostic evaluation treatment to youthful offenders requiring a secure setting varying from close to medium supervision, 4 women's correctional institutions, and 4 psychiatric treatment centers.

The long-range goal of the Federal Bureau of Prisons is to provide less direct services to offenders and more supportive services to state and local correctional programs. This is the same policy we have followed for the entire federal criminal justice program. Considerable attention is devoted to raising standards and encouraging innovation at the state and local levels using LEAA's technical assistance program, the establishment of demonstration models in the federal system, and by setting standards in contractual arrangements for local care and custody of federal offenders.

Both LEAA and the Bureau of Prisons have focused special attention on juvenile and youthful offenders since this is the group with the most potential for a payoff. Emphasis has also been placed on community based programs since nearly half (45% of youthful offenders and 45% of adult ones) are believed not to require traditional institutional confinement.



Bud Krogh

October 14, 1972

INFORMATION

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Bud Krogh

THE WHITE HOUSE

WASHINGTON

October 14, 1972

(Was Revised)
INFORMATION

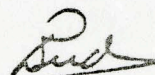
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Bud Krogh

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1	memo	Geoff to Bud lp w/attachments - memo Brian Gettings to Donald Santarelli lp 10-2-72; letter Brian P. Gettings to Henry E. Petersen 10-2-72; memo Gilbert K. Davis to Brian P. Gettings 4pp 9-28-72	n.d.	D

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WHSF SMOF EGIL KROGH Alpha Subject Files	41 12

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NIXON PRESIDENTIAL MATERIALS PROJECT
DOCUMENT CONTROL RECORD

ITEM REMOVED FROM THIS FILE FOLDER

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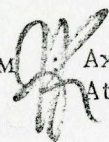
UNITED STATES GOVERNMENT

DEPARTMENT OF JUSTICE

Memorandum

TO Donald E. Santarelli
Associate Deputy Attorney General

DATE. October 6, 1972

FROM  Axel Kleiboemer
Attorney-Advisor

SUBJECT: District of Columbia State Planning Agency

Jerris Leonard has requested that you sit down with the Mayor and persuade him to implement ~~the~~ seven corrective actions with respect to Dave Austern's office. The corrective actions requested are set out in a memorandum from Charles F. Rinkevich to Jerris Leonard. The corrective actions have been recommended as a result of a LEAA audit of Dave Austern's office. The audit covered a period of time during which Blair Ewing, not Dave Austern, was in charge of the Office of Criminal Justice Plans and Analysis.

I think you should meet with the Mayor as suggested by Jerris Leonard. The Mayor has seen a copy of the audit report. Certain parts of the report made him so angry with Jerris Leonard that a meeting between the two of them could be counter-productive.

I will now comment in detail in respect to each "corrective action" which you are supposed to sell to the Mayor:

1. Rinkevich recommends that Austern's office be put directly under the Mayor's supervision to give it some clout. I'm informed that in the foreseeable future Austern's office will be even further removed from the Mayor than it is now. There are good arguments in favor of putting the SPA directly under the Mayor. Criminal justice crises have high visibility. The Mayor has to have someone to whom he can turn for immediate advice. There are a multitude of criminal justice programs for the District of Columbia. Austern's office is probably the only organization in the D. C. government which can objectively advise the Mayor with regard to all programs. On the other hand, the Mayor has in the past indicated an aversion to being involved in the criminal justice planning process. Further, the Mayor has many duties and is not always available for consultation. There should be at least one other person who could make policy decisions for Austern. Finally, the District of Columbia has a total public safety budget of \$126 million from various sources. Only \$4 million of that money is administered through Austern's office. The remaining \$122 million are not directly administered by the Mayor, so why is this \$4 million from LEAA so important? I have weighed these competing considerations and I think that we should urge the Mayor to assume direct control because we can influence criminal justice planning in the District of Columbia through Austern's office.

2 Rinkevich recommends that the Mayor should help in obtaining cooperation from various D C Departments in administering LEAA grants and correcting deficiencies This is already being done and there is no reason to raise this issue with the Mayor

3. Rinkevich recommends that Austern should be empowered to "cut through red tape" He also suggests that additional personnel ought to be furnished by the D. C Government to Austern's office I don't know what is meant by the red tape cutting As far as additional personnel is concerned, I am informed that this is really a LEAA problem. As you know, the match ratio for planning grants is 90% to 10%. The D C. Government is furnishing to Austern's office more than the required 10%. The only way to increase Austern's personnel would be if LEAA increases the amounts furnished under the 90% requirement Hence, this is a point which I would also not raise with the Mayor

4 Rinkevich says that the Criminal Justice Coordinating Board members should attend more frequently the meetings of the Board in person and should not send alternates as often as they do now. You and the Mayor are particularly mentioned in the audit as members who have not been personally attending I think this suggestion is pure crap It elevates form over function for no redeeming purpose It is better to have knowledgeable alternates present than to have Board members present who don't know anything about the issues. Rinkevich stresses that particularly the Mayor should attend When the Mayor found out about this he looked up Jerris Leonard's GS rating and found that he outranks Leonard. My informants tell me that the Mayor had a fit and made clear in no uncertain terms that he is not going to have anybody telling him that he has to attend Criminal Justice Coordinating Board meetings. I suggest that you do not raise this matter with the Mayor at all and if he brings it up, then you may wish to belittle it This one suggestion has undercut the entire credibility of the LEAA audit in the Mayor's eyes.

5. Rinkevich suggests that D C. agencies should be prevented from using appropriated funds in advance of LEAA drawdowns This problem is caused by the fact that no one can be certain when LEAA monies become available Hence, sometimes they start spending appropriated funds because they must get their projects underway and they make up for it when LEAA funds become available It is really only a bookkeeping problem and not worth raising with the Mayor

6 Rinkevich says that notice should be given, that expenditures which cannot be adequately supported should be refunded I suppose it can't hurt to raise this point with the Mayor However, I am informed that LEAA has not been successful in obtaining refunds in any state and there is no reason to suppose they will be successful in the District

7 Rinkevich said that subgrantees should provide for a part-time accounting staff as part of the subgrant budget. This problem is already being taken care of. Austern's office is acquiring the accounting capability for all D C Government grantees. For non-D C Government grantees Austern's office is developing a set of standard books which will be checked from time to time by Austern's accountants. This appears to be a less expensive way of solving the problem. It is not worth raising with the Mayor.

The whole mess is really the result of Blair Ewing's inability to set up any sort of fiscal management in his office. Blair is a superb planner and project mover but he wasn't very good at running the office. I am not certain whether Austern is any better but we ought to sit back and wait to see whether Austern cannot improve the situation before overreacting in the way in which Rinkevich did.

[There is a matter I would raise with the Mayor. This concerns the composition of the Criminal Justice Coordinating Board. The Board is overly weighted in favor of the liberal viewpoint. It has become a social welfare agency instead of the initiator of an anti-crime effort. We need some hard-nosed people on the Board. The Board also needs to set some priorities and concentrate on those first instead of spending money in scattergun fashion as it does now.]

Ted Meyer agrees here, too.

UNITED STATES GOVERNMENT

*Memorandum*DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

TO : Donald E. Santarelli
Associate Deputy Attorney General
Room 4212, Main Justice

DATE: September 29, 1972

FROM : *JL* Jerris Leonard
Administrator

SUBJECT: District of Columbia State Planning Agency

The attached memorandum from our Regional Administrator, Charles Rinkevich, concerning the serious problems in the District of Columbia is self-explanatory.

I am attaching also a copy of our audit of the District SPA.

Rinkevich suggests a meeting between me and Mayor Washington to bring about a resolution of this matter.

Because of your special relationship to and membership on the D.C. Supervisory Board, I believe you should take the lead on this matter, consistent with appropriate policy direction from the Attorney General and the White House.

Jim Devine is available to discuss this matter with you further.

*The audit report is not to be
made public this is draft only*

UNITED STATES DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

WASHINGTON, D.C. 20530



DATE: September 28, 1972

REPLY TO
ATTN OF:

Charles F. Rinkevich, Regional Administrator, Philadelphia RO *ch*

SUBJECT: District of Columbia State Planning Agency

JP
TO: Jerris Leonard, Administrator, LEAA

Through: James T. Devine, Assistant Administrator, OCJA

The Draft Audit Report for the District of Columbia SPA confirms what we have suspected: There is a serious lack of financial and program management and some mismanagement within the subgrants awarded by the SPA. The SPA Director needs strong backing in order to take action to correct the problems and his agency needs to be given more "clout." Immediate and high level action is felt necessary in view of the severity of the problems and the pending Monagan Hearings. The Office of General Counsel, the SPA Director (Dave Austern) and the Office of Audit concur in our recommendations.

I believe D.C. needs a strong jolt. They simply do not take our guidelines seriously.

Some action has already been taken in D.C., as follows: Arthur Young has prepared a procedure manual and Charles Wolf, formerly of the LEAA Office of Audit, has accepted a position as fiscal officer of the SPA.

I recommend that a meeting be set up between Mr. Leonard, Mayor Washington and me, and perhaps Bob Goffus, to present the problems and obtain a commitment from the Mayor as to his interest in the program and willingness to take corrective action as necessary. The following corrective actions are recommended as a minimum:

1. The D.C. SPA, which has been "cast adrift" under the Office of Planning and Management, should once more become a direct adjunct of the Mayor's Office--to give the agency clout.
2. The Mayor's authority should be used to obtain immediate cooperation from D.C. Departments in administering LEAA grants and coorrecting deficiencies identified in the Audit Report.
3. The SPA Director, or someone appropriately assigned to aid the SPA should be empowered to cut through red tape including finding a way to obtain additional personnel.
4. Supervisory Board members should be impressed with the necessity of personally attending meetings--including the Mayor.

Jerris Leonard
September 28, 1972
Page 2

5. D.C. agencies should be prevented from using appropriated funds in advance of LEAA drawdowns.
6. Notice should be given that expenditures cited in the Audit Report that cannot be adequately supported will have to be refunded.
7. Consideration should be given to requiring subgrantees to include funds for part-time accounting staff as part of the subgrant budget.

From the LEAA perspective we should consider:

1. Awarding additional planning funds to the SPA for auditing/accounting, monitoring/evaluation staff, more perhaps using lapsed funds as they become available.
2. Deliver promised assistance from the Regional Office and LEAA Financial Management, i.e., further Arthur Young technical assistance.
3. "Hold fast" where necessary on specific problems, cut off funds or terminate projects if special condition compliance is unsatisfactory.

It is our feeling that only by taking such action as recommended can we effect the necessary change to get the SPA on firm footing and strengthen the program.

October 18, 1972

ACTION

MEMORANDUM FOR THE PRESIDENT

SUBJECT: FEDERALIZING D. C. PRISON SYSTEM

The following are pros and cons of a Federal takeover of D. C. prisons:

PROS

- D. C. Corrections is poorly run.
- Bad conditions, including overcrowding, underpaid and undertrained guards with low morale.
- Discipline is virtually non-existent.

CONS

- We have emphasized upgrading local criminal justice machinery in line with our public position on home rule.
- Inmates significantly differ from those BOP is used to.
- Tensions in D. C. jails could explode with takeover.
- Money for new facilities (\$100 million) is now available.

Recommendation

You authorize replacement of D. C. Corrections Chief Hardy and institute thorough rehabilitation of D. C. prison system within D. C. government.



Bud Krogh

THE WHITE HOUSE

WASHINGTON

October 14, 1972

ACTION

MEMORANDUM FOR THE PRESIDENT

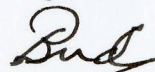
SUBJECT: FEDERALIZING D. C. PRISON SYSTEM

John Ehrlichman and I discussed the pros and cons of shifting the D. C. prison system from the District government to the Federal Bureau of Prisons. This subject has been in vigorous public debate here for three years.

We have continued to oppose federal take-over primarily because it would be inconsistent with our publicly avowed home rule position. Corrections is a vital and integral constituent of any local government. Since 1969 emphasis here has been to improve and upgrade the local criminal justice machinery (i. e., the court reorganization, expanded police department, the narcotics treatment program). Community opinion is united against a federal take-over. Secondarily a take-over would be difficult and cumbersome to accomplish. The 2,800 inmates are generally much harder core common law street criminals who are often incorrigible and present the U. S. Bureau of Prison with problems they are not at present familiar with. Most federal prisoners are of a different type (white collar, organized crime, etc.) Furthermore, right now tensions are so high in Lorton and the D. C. jail that the atmosphere is explosive. Any stated intention to take over these facilities would, in my judgment, result in serious disorders with further undesirable repercussions.

On the other hand it is well known that D. C. Corrections is poorly run. Overcrowding is serious and guards are underpaid and undertrained. Discipline is almost nonexistent. Morale is very low. Ken Hardy (Corrections Chief) wants out. The true solution requires new and tougher leadership there. We must have our man in that spot just as Jerry Wilson is with the police. Money for new facilities (\$100 million) is now available and with leadership we could greatly improve corrections.

My recommendation would be that you authorize replacement of Hardy with our man and institute a thorough rehabilitation of the D. C. prison system within the District government.



Bud Krogh

*was
(Revised)*

THE WHITE HOUSE

WASHINGTON

October 14, 1972

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Bud Krogh

THE WHITE HOUSE
WASHINGTON

From

To

For

☒ _____	Krogh	_____	_____	Your information
_____	Clapp	_____	_____	Action
_____	Shepard	_____	_____	Your Recommendation
_____	Payton	_____	_____	File
_____	Nordahl	_____	_____	Other:
_____	Minnick	_____		
_____	Lutz	_____		
_____	Graham	_____		
_____	Harkness	_____		

*Please do over for
Ehrlichman's recommendation*

MEMORANDUM

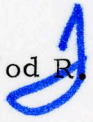
THE WHITE HOUSE
WASHINGTON

OCTOBER 20, 1972

FOR BUD KROGH

Let me first apologize, but John won't send these forth with abbreviations. He says he doesn't know what they stand for and if he doesn't know, most certainly the President won't know.

Please note his comments on the memo concerning the D. C. Prison System.

 Tod R. Hullin

October 18, 1972

ACTION

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Bud Krogh

THE WHITE HOUSE

WASHINGTON

October 24, 1972

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MEMORANDUM FOR THE PRESIDENT

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The 10-year reform program includes 66 new facilities, new programs and additional manpower:

New Programs

Long-range Bureau of Prisons goal: Less direct services to offenders, more supportive services to state and local systems.

- Only 5% of convicts in U.S. in Bureau of Prisons facilities
- Bureau of Prisons must lead by example and "know how" transfer
- Maximum use of Law Enforcement Assistance Administration's technical assistance program
- Special attention to youthful offenders by both Law Enforcement Assistance Administration and Bureau of Prisons.
- Emphasis on Community based programs

New Facilities

- 28 non-community based institutions
 - 11 close, medium close and open security
 - 9 youth treatment
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New Facilities

- 28 non-community based institutions
 - 11 close, medium close and open security
 - 9 youth treatment
 - 4 women
 - 4 psychiatric treatment
- 38 community based centers
 - 31 youth treatment
 - 7 metropolitan diagnostic guidance and detention

Bud Krogh

October 24, 1972

MEMORANDUM FOR THE PRESIDENT

SUBJECT: 10-YEAR REFORM - FEDERAL PRISON SYSTEM

The 10-year reform program includes 66 new facilities, new programs and additional manpower:

New Programs

Long-range Bureau of Prisons goal: Less direct services to offenders, more supportive services to state and local systems.

- Only 5% of convicts in U. S. in Bureau of Prisons facilities
- Bureau of Prisons must lead by example and "know how" transfer
- Maximum use of Law Enforcement Assistance Administration's technical assistance program
- Special attention to youthful offenders by both Law Enforcement Assistance Administration and Bureau of Prisons.
- Emphasis on Community based programs

New Facilities

- 28 non-community based institutions
 - 11 close, medium close and open security
 - 9 youth treatment
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- 38 community based centers
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Bud Krogh

THE WHITE HOUSE
WASHINGTON

Bud,

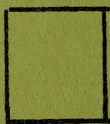
At the luncheon you missed, Don indicated that he thought that you a more appropriate person to ~~six~~ sit down with the Mayor and cover some of this stuff.

I don't think there is any question that it should wait until after the election, but likewise, I think it should be done shortly thereafter.


Geoff

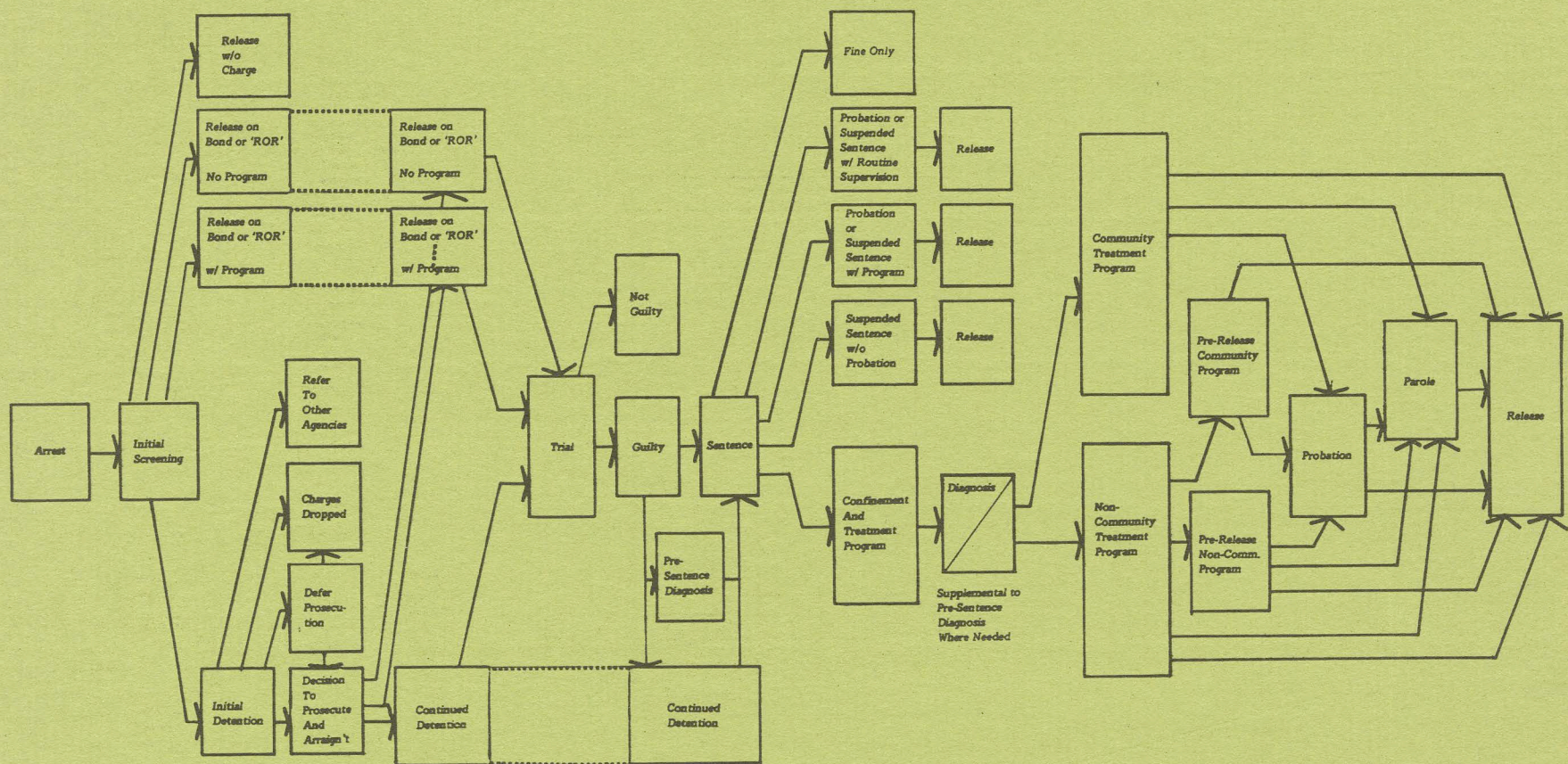
This planning document contains privileged information. It has been developed internally within the Bureau and does not yet represent any position, either approved or implied, on the part of the Attorney General or the Administration.

Please restrict all distribution and discussion to those of your immediate staff who would have an active interest. Under no circumstances should this plan or any part of it be discussed outside the prison system.



**LONG
RANGE
MASTER
PLAN**

DEPARTMENT OF JUSTICE BUREAU OF PRISONS MAY, 1970



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Preface

On any one day in the United States there are nearly a half million people behind bars, either in prisons, jails or some other form of detention. Additionally, there are nearly one million people who are involved with the criminal justice system either awaiting trial while on bond or released on recognizance, or on probation or parole.

It is obvious that present correctional programs, state and local and federal are not adequately meeting their designed purpose of correcting offenders. This report outlines a plan to mold the Federal Prison Service into a system of improved correctional programs that will serve as a model for the Nation. The plan is designed to achieve increased success in correcting criminal behavior and controlling offenders humanely

In the following pages the first section describes the current status of the Federal Prison System, its programs, recent developments, and the types of facilities being operated. The second section outlines long-range objectives, identifying in broad form the federal role and primary designs for change. In the next section, inmate characteristics and predictions of future populations are listed.

The fourth section describes a program strategy structured to cope with identifiable needs as we approach 1980. Precise descriptions of specific program elements, such as listing which courses will be taught in the academic program, have been purposely omitted. Such detail is not relevant to a master plan of this scope. We would err to "lock in" objectives of a detailed nature and decrease the options available as new conditions develop.

The final sections identify the combined requirements of manpower, physical facilities and other resources needed to achieve objectives.

And finally, viable long range planning is never static. This plan is a beginning, and a point of reference to make finer adjustments and to study alternatives and their impact. A master plan must be dynamic and, to some degree, in a constant state of change. But formal revisions will be prepared and reviewed annually to keep pace with a rapidly changing social problem and its solutions.

FEDERAL PRISON SYSTEM 1970

The Bureau of Prisons, created by the Act of May 14, 1930, consists of a complex of facilities providing custody and correctional programs to about 21,000 inmates, which is about 5% of the total offenders confined in the United States.

Within the constraints of existing financial and physical resource levels, correctional programs are developed following evaluation of an inmate's needs. Programs provided to the inmate vary from basic education and vocational training, to behavioral therapy, advanced educational courses and real-life training and work in industrial factories.

A movement away from conventional classroom practices has been initiated. Inmate-students resistant to traditional teaching methods pace themselves in institution learning centers which provide teaching machines, programmed instruction and trained teachers. Inmates are being prepared for entry-level employment in a variety of related skills through the use of the job cluster-method of training which provides skill training in a related group of occupations. These inmate students are involved in classroom and related learning experiences integrating academic and vocational training. As they become proficient in a skill area, they are at the same time achieving academic credentials. This movement towards innovative learning techniques will accelerate as future resources permit.

Some of the institutions have arrangements with local colleges or universities who accept inmates in their classrooms under study-release programs or provide instructors who teach college-level courses at the institutions. College level programs are few in number because of limited physical and financial resources.

Increased emphasis is now being placed on training line employees as counselors. A seminar held this year provided instruction in a special counseling technique to employees of other correctional agencies. Industrial Relations Units recently established in several of our major institution industries have significantly improved operations and morale in these activities. All of these activities need to be expanded and extended.

Federal Prison Industries

Federal Prison Industries is a non-profit corporation created by Congress in 1934 to provide training and meaningful work for confined offenders. Today, some 4900 inmates in 21 institutions are employed in the manufacture of furniture, clothing, shoes, electronic equipment, metal and canvas items, and many other products. As of last year the corporation had assets of over \$58 million, and during last year paid \$2.8 million in compensation to inmates. In addition, dividends to the U S. Treasury have totaled \$77 million, with a \$5 million dividend declared for 1969.

Federal Prison Industries also provides vocational training activities for qualified inmates where appropriate and cooperates in assisting released inmates to obtain jobs. Recently, greater emphasis has been placed on expanding training activities so that more inmates can develop saleable skills.

A recent reorganization placed the general educational program under Federal Prison Industry management. The purpose is to coordinate more effectively the education and work related skill training so that inmates will have marketable skills upon release from confinement.

Medical Services

All medical, psychiatric and related technical services to inmates are provided by the Public Health Service through personnel assigned to the Bureau. Offenders who are addicted to drugs are given specialized care through the Narcotic Addict Treatment program. Upon release, they are provided aftercare in the community to aid in leading drug free lives.

Present Facilities

The resources presently available to the Bureau of Prisons comprise a wide range of facilities and institutions in 38 locations throughout the United States, including 8 community treatment centers that provide pre-release guidance for offenders upon their return from correctional institutions. The classification and number of these various facilities are:

Long term adult	6
Intermediate term adult	5
Short term adult	7
Young adult	6
Youth and juvenile	3
Community treatment centers	8
Medical center	1
Female	2

These facilities are located as shown on the map following this section.

In addition, contracts are in effect with approximately 800 state and local jails where some 4000 federal prisoners are held pending trial or sentence, serving short sentences or awaiting transfer

With some exceptions, the Bureau's facilities are old and many are obsolete. Currently 94% of the inmates are in institutions over 20 years old. 33% are in institutions built prior to 1928 with one facility dating back to 1867. Crowding exists at most facilities to the degree that about 21,000 inmates are presently confined in institutions designed for 17,810, a deficit of 3,190.

Summary

To the extent possible, the Federal Prison System has concentrated its resources on juveniles and youthful offenders as the most correctable group, re-distributing the population to permit management of smaller groups, particularly of youthful offenders, expanding innovative programs such as those at Morgantown Youth Center, increasing the utilization of community programs and resources to limit confinement and expediting the transition from institution to community life, and expanding the capability to provide technical assistance to state and local correctional agencies.

The effectiveness of correctional programs is a major factor in determining the success or failure of the entire Criminal Justice System. Recidivism is, without question, a major contributor to crime throughout the United States. Unless offenders are prepared for return to society as stable, law abiding citizens, the period of confinement is but a temporary interruption in a criminal career. The efforts and resources of the Bureau of Prisons must be increasingly focused on finding effective approaches to the problem of reducing recidivism.

Figure 1

FEDERAL CORRECTIONAL SYSTEM

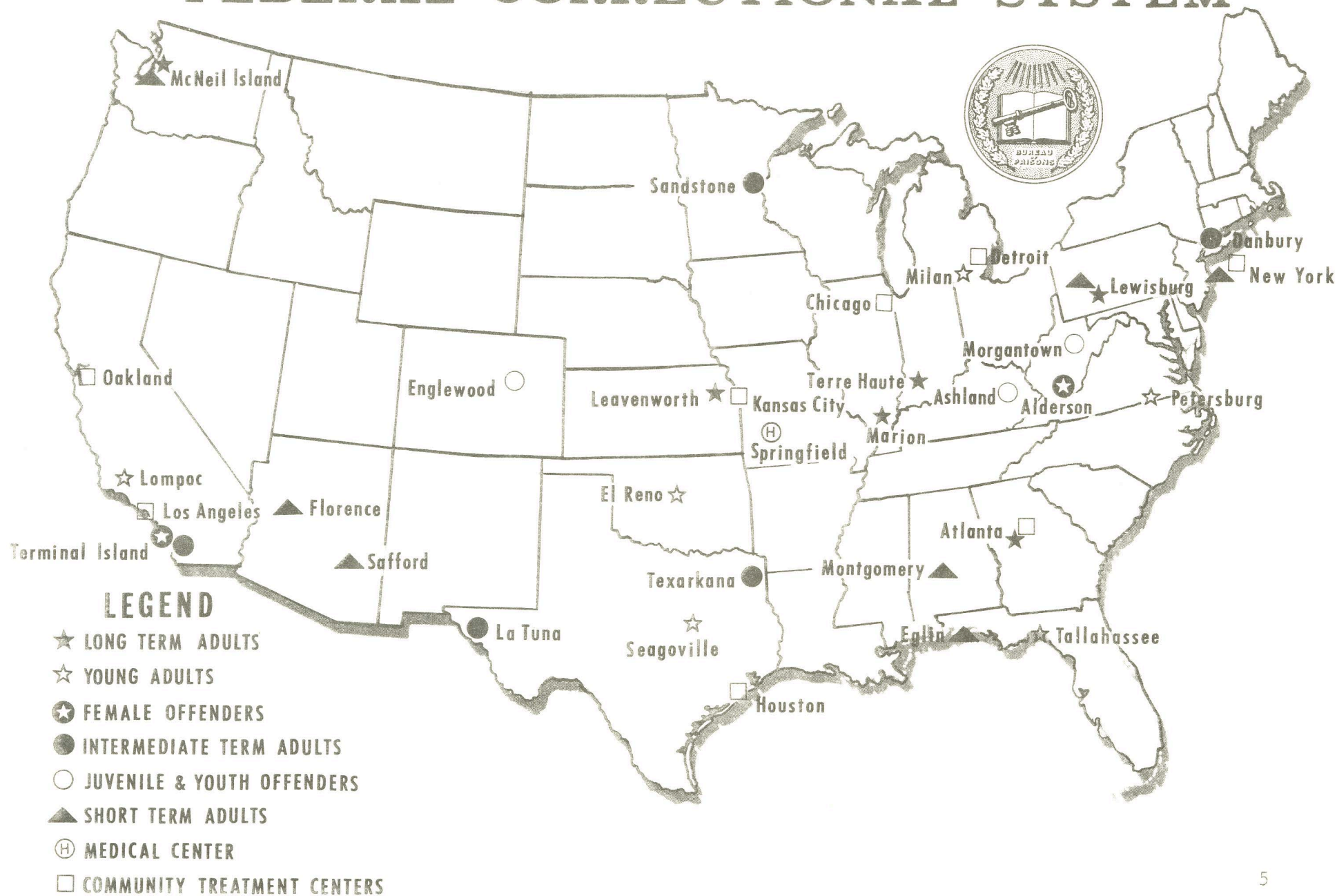
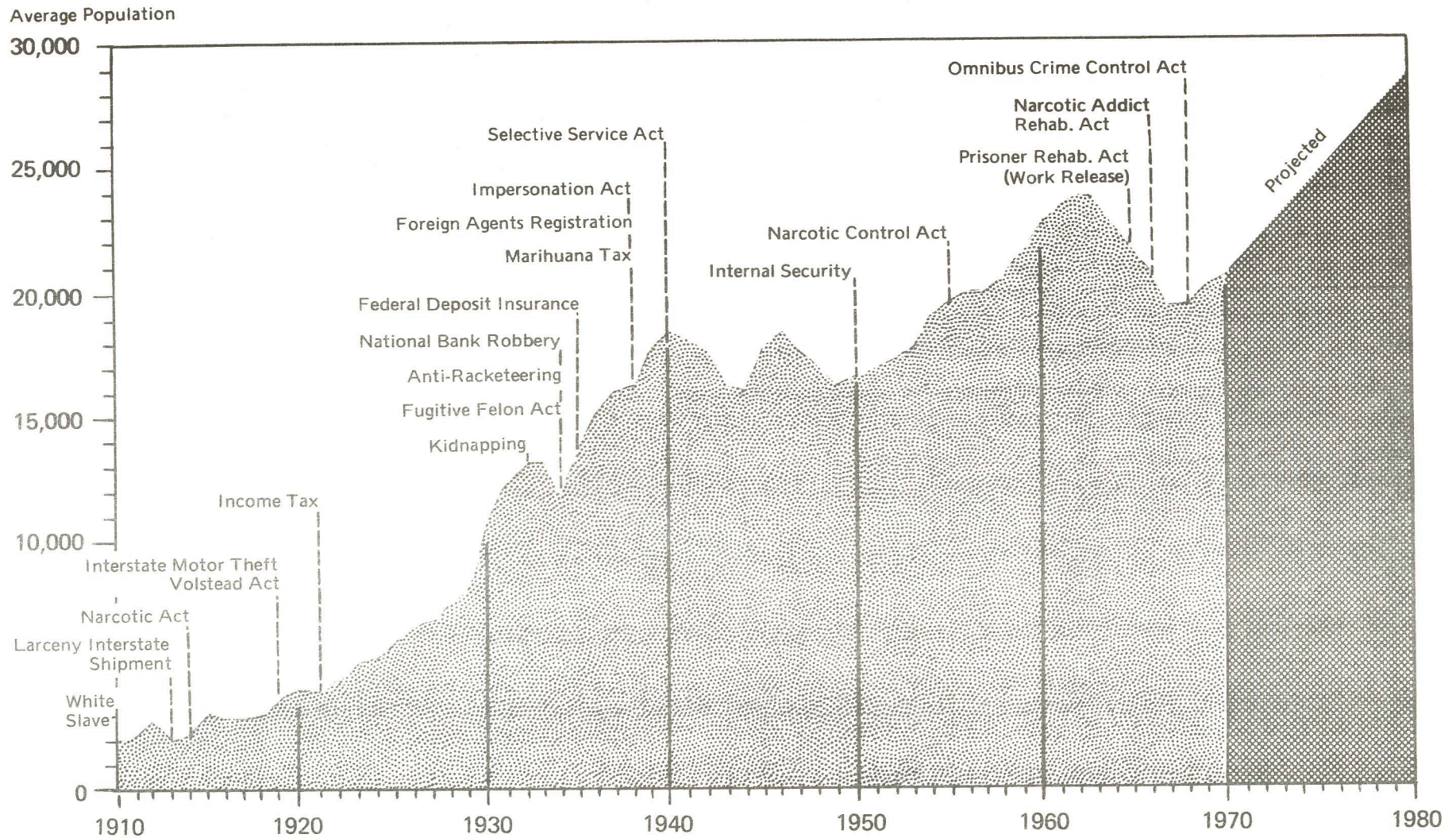


Table 1

BUREAU OF PRISONS POPULATION IN RELATION TO THE PASSAGE OF NEW LAWS



FEDERAL PRISON SYSTEM. 1980

In 1967 the President's Commission on Law Enforcement and Administration of Justice recommended that the federal government should, in the long term, provide less direct service to offenders and more supportive services to state and local correctional programs. This proposal envisioned the federal role as primarily that of establishing model programs and providing technical assistance to state and local governments that would expedite the development of improved correctional programs throughout the Nation. The Commission recognized that the federal government would be appropriately required to provide specialized programs that could be best conducted on a regional basis, such as those for long-term recidivistic offenders, and those for inmates requiring intensive psychiatric care. This category could also include regional rather than state institutions for female offenders in the less-populous areas.

The Federal Bureau of Prisons concurs in these concepts. The current outlook, however, indicates the time for the near-total transfer of federal offenders to non-federal programs is far in the future. Massive support over a long period will be required to create acceptable programs and treatment standards in most states. Therefore the plan which is presented is designed to serve the operational needs of the system until such time as state and local programs are adequate to assume the additional burden of providing programs for federal offenders. At that juncture, the institutions and facilities developed under the plan may be utilized for federal, state or regional cooperative programs.

The principle objectives of this 10 year plan are for the Bureau of Prisons to

Provide a level of inmate supervision consistent with human dignity, that will protect the community from depredation, provide maximum safety for inmates and staff, and carry out the judgments of the U. S. Courts.

Significantly increase the number of federal offenders attaining successful post-release outcomes and increase the proportion of releasees at the higher levels of these positive outcomes.¹

Increase the program alternatives for those offenders who do not require traditional institutional confinement, thus minimizing the corrosive effects of imprisonment and lessening alienation from the society

¹See definition of "successful outcomes" in next section--The Mission of Corrections.

Raise the level of State and local correctional programs by setting standards in contractual arrangements for the care and custody of Federal offenders, and by cooperation with the Law Enforcement Assistance Administration's Technical Assistance Program to these jurisdictions.

Implement innovative and experimental programs as demonstration models. Equally important, a well-structured system of evaluation will establish a bank of knowledge from which to draw on in order to make better decisions for future federal and non-federal programs.

Since success in achieving these goals will in large measure depend on the ability and commitment of the staff of the Bureau of Prisons, it is of paramount importance that the Federal Prison Service continues to develop a structure of correctional careers that will attract and retain qualified personnel by offering challenge, reward, and opportunity for continuing personal growth and satisfaction to its employees.

Another important dimension for improving corrections is greater involvement by organizations and resources other than the traditional ones. Varied Federal, state and local governmental social resources must be increasingly applied to the correctional process. But the vast resources of the private sector must also become more involved. In the final analysis, business, labor and private citizens can become the most relevant instruments of meaningful change.

The Bureau of Prisons, in concert with the Law Enforcement Assistance Administration, will devote significant efforts to bringing together these resources to focus more sharply on improvements in correctional programs.

The Mission of Corrections

The field of corrections has long been forced to accept the Procrustian measure of recidivism as its sole measure of success. This is as if physicians spoke only of how few patients they bury rather than how many they cure. Corrections needs to develop new measures of success.

Has the rehabilitative effort really failed if someone commits another crime 10, five, or even three years later? This is not to deny that recidivism rates must be taken into account, rather, it is to suggest that there are degrees of success and other, more specific,

measures. It is in terms of the following scale of successful outcomes that this 10 year plan proposes to measure the effectiveness of the projected correctional programs.

In order of decreasing level of achievement, successful outcomes are defined as.

- 1) no violation of parole or mandatory release, and/or recommitment for a felony offense over a period of three years
- 2) A reduction in the seriousness of further criminal behavior
- 3) A longer delay in the onset of further criminal behavior
- 4) An increase in the level of social and economic stability of released offenders
- 5) A decrease in the average length of institutional confinement

The mission of the Bureau of Prisons is to correct offenders. The degree to which the Bureau achieves this objective will be assessed against this scale of positive outcomes.

A Systematic Approach to Treatment and its Effectiveness

No social program has been more afflicted with inadequate and unreliable means of determining specific objectives and measures of success. The principal reason rests with the lack of understanding of just how the complex social variables of life interact upon and within individuals and their environment to produce careers of crime.

Correctional administrators and behavioral scientists agree on at least one basic point, that the equation for modifying criminal behavior consists largely of unknowns. But it is not just enough to acknowledge the problem, better analysis through research, demonstration and evaluation must be a major thrust of future correctional efforts.

Comprehensive research activity and the development of a nationwide information system logically belong among the programs administered by the National Institute for Law Enforcement and Criminal Justice. But, cooperation in the areas that overlap the direct federal role will save duplication of valuable resources.

Evaluation of in-house programs and related information systems will remain a central function of the Bureau of Prisons. An improved method of determining allocation of treatment inputs is currently being developed and is in the initial stages of operation. The complementary data system will be operational by Summer, 1970, when evaluation and refinement will commence. The system, called RAPS, will provide a more objective rating of offender needs based on prior commitments, nature of sentence, age of offender, and a professional judgment of personality factor. The system is designed to better allocate scarce resources among those who will reap the most benefit.

A vastly improved inmate information collection and retrieval system, under development and already partially in operation will provide additional means for more objective program management. In addition to better control and evaluation, the system will make possible a "screening" service to the Courts that should reduce the number incarcerated by permitting the diversion of those who do not need conventional security controls.

The success of the screening program is dependent upon a method of predicting future behavior, based on an objective rating system administered at the time of arrest. The prediction "model," yet to be constructed, will be closely linked to the improved information system so that the "model" is kept current through close monitoring of computerized data.

Comprehensive Regional Management

A key concept underlying future plans is regionalization of operations. Experience with regional offices in Atlanta and Chicago have demonstrated the validity of this approach. Regionalization will permit bringing the entire range of corrections into new and closer working relationships with all levels of public and private segments of society. Each region will have available a wide diversity of program options, eliminating the need to transport inmates excessive distances in order to obtain the right combination of program and security requirements. Family and community ties will be maintained more easily, thus aiding the correctional process.

Regionalization, combined with locating most facilities in or near metropolitan areas, will substantially increase the desired access to specialized behavioral science resources. Psychiatrists, psychologists, medical personnel, educational specialists, and many

other professionals located in metropolitan and university related areas will be readily accessible and closer ties and involvement with the behavioral scientific community will be developed.

Regional program management also will permit closer liaison with other federal regional efforts, such as Model Cities planning, cooperative Manpower Planning systems, development of alternatives to commitment for certain offenders and other intervention services.

The Bureau projects the need for additional regional offices as resources become available. Locations have been coordinated with regional divisions established by the Bureau of the Budget for proper alignment with regional facilities of other federal agencies.

Education and Training

Economic survival is essential in a job oriented society. Every individual released from a correctional institution should be prepared to cope with the economic demands he will encounter in the free world. To achieve these ends, education and training goals must include a sixth grade minimum reading ability, a high school equivalency, entry level skills in a career-oriented occupation and a socially acceptable job prior to release.

Program plans will require using selected institutions as highly specialized centers of learning, increased staff and supportive resources, and closer working relationships among all concerned with achievement of correctional goals. New education and training patterns will require careful evaluation to test their validity. Consideration and evaluation of such alternatives as the following will be necessary: 1) conducting all education and training outside the correctional institution, 2) utilizing a combination of intra-institutional and community based training, or 3) contracting for all or some of the education and training to be done inside the institution. Finally, it will be necessary to select specific institutions for these innovative programs.

Federal Prison Industries

Federal Prison Industries' multi-faceted mission is to provide effective training for post-release employment, to provide work experience during confinement and to achieve profitable production. Training efforts will expand and more closely reflect the work opportunities and methods of the outside world. Such alternatives as providing work experiences for inmates through industrial operations operated by private companies near or within correctional complexes will need to be examined.

Projected revisions and redefinitions of correctional programs as well as plans for elimination of obsolete facilities will have a major impact on Federal Prison Industries programs and financial earnings. For example, as correctional institutions become smaller, some of the old style massive industrial operations will have to be supplanted by smaller more specialized enterprises.

A new industry to produce teaching machines and related software, and to provide staff training programs to individual Federal correctional institutions and other agencies which purchase the machines has been inaugurated at the Lompoc institution. This may well characterize the Federal Prison Industry of the future, reflecting the shift in the American economy from "production" industries to "service" industries.

Health Services

As Health Services become more complex and correctional programs become more community oriented, it will be impractical to meet the health needs of many inmates at the Bureau's facilities. Many health programs will become essentially, outpatient clinics having a few infirmary beds with frequent referral of cases to local community facilities. The more complex cases will be referred to non-Bureau intensive care or diagnostic facilities, through regional channels.

Special purpose regional programs will be required for about 5% of the offenders who are in need of intensive psychiatric care and treatment. One of these centers is currently planned at Butner, North Carolina, and it will also serve as a behavioral research center. This location was chosen because of its close proximity to the "Golden Triangle" research area with its complement of universities. Causes of violent behavior are largely unknown. The Butner program is designed to open the doors to a better understanding in this important area.

Improvement of State and Local Correctional Programs

Another major goal is to raise the level of local and State correctional programs. This will be achieved by setting standards in the contractual arrangements for care and custody of Federal offenders, and by cooperating with LEAA to provide technical assistance..

Each year between 40,000 and 50,000 Federal offenders pass through contract jails. Programs and services provided in these jails are marginal at best. It is therefore planned to select 50 contract jails each year and assist them with technical advice and guidance,

and support them through per diem care allowances.

Additional resources will be required to achieve this objective, including increases in the support of U S. prisoners appropriations, additional jail inspectors, and funds to provide training materials to support the development of effective jail managers.

Manpower Development

The single most important resource in the correctional treatment strategy rests with people: professionally trained and qualified staff capable of responding to individual and/or group crisis and issues. Moreover, employee goals and aspirations must be consistent with agency objectives.

Correctional programs have suffered over the years from inadequate staffing. Future goals will establish a ratio of staff to inmates more responsive to need. At present, only 15% of all staff resources are allocated to treatment programs. The other 85% are devoted to control, service and support functions. 1980 objectives include enriching the treatment program by an additional overall staff support of 13% and, further, by increasing the treatment role of other staff by retraining and reorientation to a "helper" function.

The following table compares staff-inmate ratios at the beginning of the beginning of the planning period and goals for the close of the period, by category

<u>Category</u>	<u>1971</u>	<u>1980</u>
Correctional Officer	1 7.3	1:4.0
Caseworker	1 167.0	1:42.0
Teacher	1 139.0	1:41.0*
Service (Food, Mech.)	1 28.2	1 20.8
Support (Administrative)	1 16.9	1 14.6
Public Health Service	1 51.4	1 17.2
Overall	1 3.8	1 2.1

* 1980 Teacher ratio was derived from a teacher to student hour ratio figure. The teacher to student hour figure used was one teacher to each sixty student hours (10 students-six hours) for youth and young adult populations and one teacher to each 180 student hours for adult populations. Student hour figures were taken from the public school system for remedial and general education.

In part, changes in staffing requirements center on population increases. However, to a significant degree, staffing patterns for the 1970's focus on mission change, meeting the needs of the population, as well as the needs of the citizenry. No single resource plays as significant a role in this regard as does the Federal Prison Service employee, approximately 80% of allocated funds are for personal services. To this end, a staff having the capacity to change the difficult, younger aggressives and the capacity of attaining its own professional goals remains to be developed.

The development of such a staff causes future emphasis to be placed as follows:

Developing employees as helpers and change-agents rather than primarily custodians or keepers.

Fostering increased occupational flexibility and mobility. Resolve the traditional generalist-specialist dilemma by combining skills and qualities of both into each employee.

Encouraging participative management at all levels.

Securing statutory and fiscal flexibility that will permit work scheduling appropriate to a 7-day 24 hour system.

Exploring and exploiting opportunities for developing and utilizing para-professionals in all disciplines.

Creating opportunities for former inmates to become employed in appropriate correctional areas by developing selection, training and placement programs.

Establishing minimum training program levels for each employee, both at time of employment and periodically throughout career development. Specifically, each employee will participate in the following developmental activities

- (1) 80 hours of probationary training to occur the first 2 weeks after employment.

- (2) Refresher training in three year cycles of 10 hours per employee. per year at his own institution for 2 years, and a 40 hour residential refresher program every third year
- (3) Specialized training, i.e., professional, technical, managerial, and supervisory, at the rate of 30 hours per year, per employee.

Establishing regional training centers to provide a professional correctional cadre to train Federal Prison Service personnel as well as state and local entry-level, mid-career and management level employees. The training capacity of each center will range from 200,000 to 320,000 manhours per year. Centers will be established in each of the four regions. The first of these will be activated soon at El Reno, Oklahoma, with the second planned for Terminal Island, California. Training centers programs will focus on probationary and refresher courses which will be change-agent, helper oriented. Participants will include state and local corrections personnel along with Federal Prison Service staff

The following table identifies levels of training manhours.

		<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1980</u>
Probationary Trainees		550	600	1,200	2,300	2,200	2,100	1,400
	Manhours <u>1/</u>	27,500	50,000	96,000	184,000	176,000	168,000	112,000
Refresher Trainees		2,100	4,000	4,000	5,000	5,000	6,000	10,000
	Manhours <u>2/</u>	63,000	80,000	90,000	100,000	100,000	120,000	200,000
Specialty Trainees		2,200	2,000	1,500	1,500	1,500	2,000	3,000
	Manhours <u>3/</u>	66,000	60,000	45,000	45,000	45,000	60,000	90,000
Total Trainees		4,850	6,600	6,700	8,800	8,700	10,100	14,400
Total Manhours		156,500	190,000	231,000	329,000	321,000	348,000	402,000

- 1/ 80 hours for each new employee
2/ 20 hours/employee/year
3/ 30 hours/employee/year

Inmate Characteristics and Population 1980

Current projections of the Federal Prison population indicates that by 1980 it may reach 28,500. The estimate is based on an analysis of the Nation's prison population as forecasted by the 1967 Presidential Commission on Law Enforcement and Administration of Justice, and Bureau of Census population growth estimates. It is assumed that nearly 5% of the Nation's correctional population will be under Federal jurisdiction. The estimate excludes juveniles who would have increased the total projection to 29,500. It is anticipated that by 1980 all juveniles will be diverted from federal to state jurisdiction.

For planning purposes, the 1980 population of 28,500 has been used. It is recognized that accurate population forecasting in this field is highly uncertain. Variations of many inter-related factors can have an unpredictable impact. Consequently, the stated requirements contained later in this report are approximations of need. The graph shown on page 25 has a built-in sensitivity indicator as subsequently discussed.

A steady increase has been evident in the number of younger offenders committed to custody. During the past year the median age for those committed dropped to 28.3, the lowest in recent history. It is expected that this median age has stabilized and will not vary significantly in the foreseeable future.

Prosecution effort in most offender categories is expected to be more vigorous. Moreover it is anticipated that

Organized crime group confinement will increase from the present 400 to about 2000 by 1975.

The percentage of offenders confined for serious or violent offenses will increase.

The percentage of offenders confined for narcotics will remain about the same as now, but prosecution efforts will be directed more toward the suppliers and dealers and less towards users.

Prospective sentencing statutes may well provide for additional minimum mandatory sentences and extended terms of confinement for certain categories of offenders.

Prosecution policy on Dyer Act violations will not significantly change

Prosecution of Selective Service violators will decline.

The general treatment needs and characteristics of the 1980 population will be comparable to the present Federal inmate population with respect to educational deficiencies, lack of work skills, and the state of physical and mental health.

The combinations of new laws and changes in prosecution procedures, increased use of early diversion of appropriate cases, the imposition of longer sentences and the concomitant increases in length of sentences served, will result in a more difficult-to-reach and more potentially dangerous inmate group.

The daily average population of unsentenced prisoners will increase from the present 3900 to 7700.

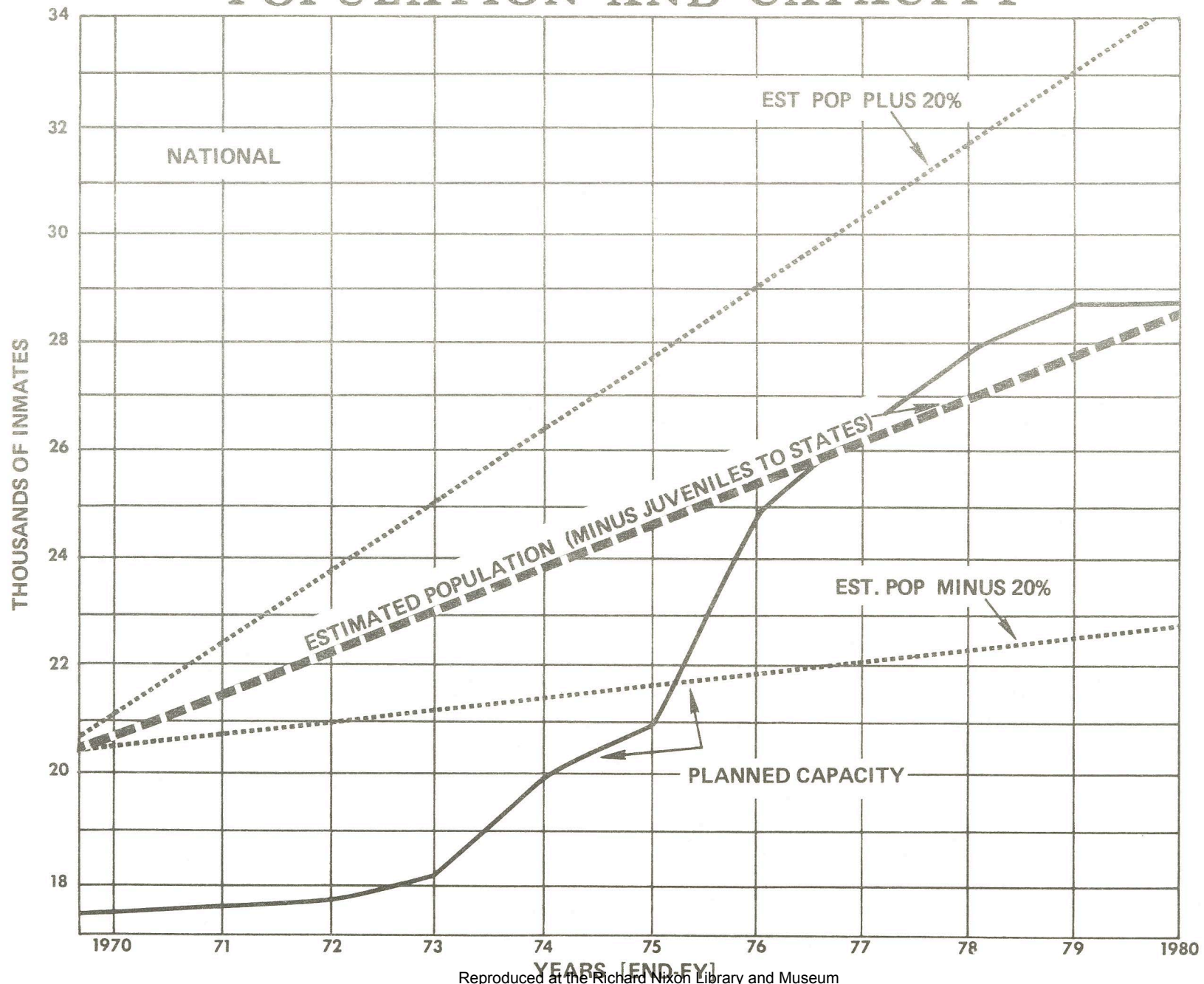
As the non-federal juvenile programs improve, the juveniles who would have been under federal custody will be diverted to non-federal custody. By 1980, all juveniles will be under non-federal jurisdiction.

On the following page the graph of estimated population and planned capacity indicates that if the 1980 estimate of 28,500 offenders is valid, crowding will exist until 1977. To test the sensitivity of the projections, the 1980 estimate plus 20% and minus 20% are also shown. Even if there is 20% less population than expected, crowding will continue until 1975. Should there be a 20% increase, crowding will be intolerable and emergency action mandatory.

With the advent of new program models more of the inmate population can be treated in small-sized, open-type community facilities. It is estimated that about 45% of the youthful offenders and about 40% of the adult offenders can be in either community or minimum security programs.

Table 2

POPULATION AND CAPACITY



Programs 1980

Traditional corrections programs are being re-examined to achieve treatment more in consonance with individual requirements. Greater involvement and collaboration with the community is a recognized prerequisite to realize future goals. In view of this the following points are particularly significant.

“The general underlying premise for new directions in corrections is that crime and delinquency are symptoms of failure and disorganization of the community as well as of individual offenders.... The task of corrections therefore includes building or rebuilding solid ties between offender and community, integrating or reintegrating the offender into community life..... This requires not only efforts directed toward changing the individual offender, which has been almost the exclusive focus of rehabilitation, but also mobilization and change of the community and its institutions.....”¹

The focus of corrections is intervention in delinquent and criminal careers through the resolution of crises and the conduct of programs designed to overcome handicapping deficiencies.

The deeper and longer an offender is submerged in the correctional process the greater the cost and the more difficult it is to achieve successful reintegration in the community

A person's needs for control or for help are not necessarily related to his legal status.

A review of the “system flow” of individuals entering the criminal justice system reveals many opportunities for strengthening programs at the local level. Among these is “early diversion.” Greater use of early diversion can be effected by assisting the courts to

¹Report of the Task Force on Corrections, the President's Commission on Law Enforcement and Administration of Justice, 1967, pages 6-7

identify those offenders who do not require confinement. A diversion system could keep off court calendars and out of jails the alcoholics, homeless men and other socially incompetent people whose offenses are harmful to themselves, but not dangerous to society

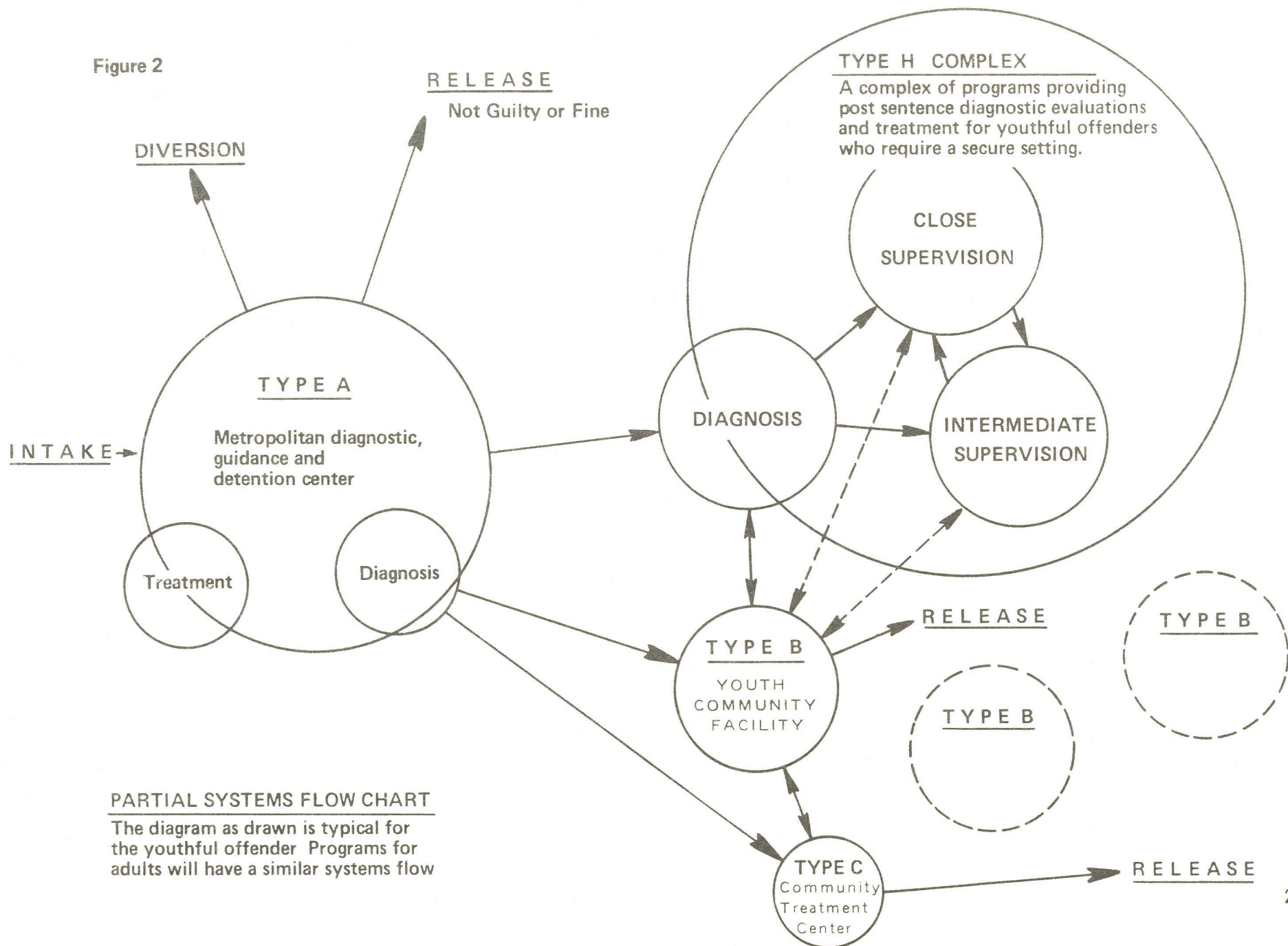
Additionally, services to pre-trial defendants and those convicted but serving short detention sentences must be expanded. Just as it would be the purpose of an intake unit to screen out of the criminal justice system those persons whose problems of management and control can be met adequately without court intervention, so those who are admitted to the criminal justice system often have compelling needs at time of entry into the system. From preliminary surveys, it is apparent that these tend to cluster in the areas of family problems, occupational problems, legal problems and medical or psychiatric problems.

A program is required encompassing a range of services extending from arrest, through trial and sentencing. The design of such a program will take various forms and will require the support and cooperation of many community agencies and services.

Other needs will be met through a diversity of programs. Following is a simplified diagram indicating the various options to be available for youth. Adult options will be similar. The "flow" into the system begins at the point of arrest where initial decisions are made regarding prosecution, need for detention, release under bond or on recognizance, or other appropriate action. The Bureau of Prisons anticipates the construction of several new facilities to serve as demonstration units for improved programs at the initial stages of the criminal justice process. These are identified as Type A. Metropolitan Diagnostic, Guidance and Detention Centers. They will also serve an immediate operational need for the federal government.

Several options will be available for those who are tried, convicted and sentenced to further custody and treatment. An individual offender could remain in a Type A program or be transferred to either a Type B or Type C program. But most will be sent to the Diagnostic Unit of the Type G Complex for a more comprehensive evaluation of treatment needs. Following a short observation period, two options will exist within the Complex for those who require a secure setting. Others may go directly to the Youth Community Facility. The process of treatment will be highly flexible. Many who may initially require a secure setting in the Type G Complex will be transferred later to the community programs, depending on their individual progress. Others may require removal from community programs to more secure settings.

Figure 2



Following is a list of planned new program categories and institutions. (Existing institutions will be utilized in about the same categories, as appropriate) Following is a Table which identifies the services related to the different program categories.

<u>TYPE</u>	<u>DESCRIPTION</u>
<u>Community Based Programs</u>	
A	Metropolitan Diagnostic, Guidance and Detention Center
B	Youth Community Facility
C	Community Treatment Center
<u>TYPE</u>	<u>DESCRIPTION</u>
<u>Institutional Based Programs</u>	
D	A close supervision facility for longer term, recidivistic men who require high levels of security
E	A medium close supervision facility for men
F	Open-type, non-secure facilities for men, variable size. Includes 'camps' and maintenance
G	A complex of institutions providing diagnostic evaluations and treatment to youthful male offenders who require a secure setting, varying from close to medium supervision.

TYPE

DESCRIPTION

Special Purpose Programs

H

Women's Correctional Institution

I

Psychiatric Treatment Center

(Except Butner Behavioral Research and Treatment Center)

The following pages describe the above listed programs in greater detail.

Type A. Metropolitan Diagnostic, Guidance and Detention Center

This program model provides a complex of services at the local level to assist the court.

- 1) Diagnostic Services to the courts for pre-sentence evaluation of offenders.
- 2) Pre-sentence Detention, or detention while awaiting trial.
- 3) Post-sentence detention for short terms not to exceed 60 days.
- 4) Pre-release guidance for inmates returning from non-community institutions.
- 5) Programs for probationers and parolees which will provide a non-institutional alternative for those who need removal from their existing residential setting, but not confinement in prison. This program is contingent upon legislative authority now being considered by Congress.

The following services will be available for offenders confined in this facility: Complete casework services for diagnostic, support, counseling and crisis purposes, educational and vocational testing, counseling and training; psychiatric and psychological services for diagnostic testing, interviewing and evaluation and for therapeutic counseling; recreational facilities and services

suitable for adult and youth group needs and to meet certain individual program needs religious services and necessary support and service activities such as food and administrative services.

Resources to deliver these services will be generated both internally by the Bureau of Prisons, and from the communities in a mix most effective to meet their needs.

Type B Youth Community Facility

Unlike Community Treatment Center programs where inmates are involved in community services and activities outside the center, this facility for youth reverses the process. For the most part, program for offenders in this type of facility will be 'in-house'. But some outside utilization of community resources will be developed. Outside voluntary and contract services will be utilized to the maximum feasible extent, e.g. contract services will be used for educational and vocational training, vocational training by industry supported training classes will be encouraged, in-house medical services will be limited to a small infirmary as community medical services will be used for all major diagnostic, surgical, and general medical cases. It is estimated that almost half of the young male offenders can be served most effectively in these special community center programs for 150 where goals will center on release readiness. These centers will serve as education and training facilities where education is used in its broadest sense. It includes basic education, development of vocational, attitudinal, and social skills, strategies for problem solving, and all other mental, physical, emotional and related skills to prepare a young person to enter into and make use of society's varying opportunity systems, based on individual needs. The end product would be a young person able to function in a socially acceptable and individually satisfying manner. Vocational training will be concentrated in no more than two areas in any one facility. Intensive casework services will be available, primarily as an internal resource, but psychiatric and psychological services will be provided through the community on a contract basis.

Type C Community Treatment Center

Community Treatment Centers will provide services to offenders nearing release, those committed directly from Metropolitan Centers (principally probationers), selected probation and parole cases, and pre-sentence observation and study cases. Periods of service and support for individual residents will usually not exceed 90 days. Implementing support and stabilization services for probation and parole cases will be contingent upon enabling legislation which has been introduced in Congress. Specifically, these facilities will assist residents to maintain or re-establish community ties, further education, obtain or retain employment, and satisfy other individual needs.

The location of these centers will be dependent on federal caseloads sufficient to justify operation of a 25 to 40 bed facility. A minimum of 100 releasees per year to a given metropolitan area is required, based on a turnover rate of 4 residents per year per bed. In addition to the 5 existing centers and 3 existing Community Treatment Complexes, 15 more locations have been identified in anticipation of future caseloads. None of these will require a capital outlay for construction because rented or leased facilities will continue to be utilized.

In addition, contracts with non-federal agencies will provide like services to federal offenders in areas where caseloads are insufficient to justify independent operations, and where local programs are adequate and available. Continued technical assistance in cooperation with LEAA will be provided to local jurisdictions to encourage and develop more comprehensive non-federal community programs. As these are developed, federally operated centers can be discontinued.

Type D. Adult Close Security

Program emphasis in this type of facility will be on industrial work training and, for each facility, a single career-oriented, high demand vocational training program. Industrial work training will be conducted as its civilian counterpart with inmates applying for jobs, taking appropriate tests, participating in interviews and on-the-job training. Supportive courses related to the vocational program, General Education Development and remedial programs will be provided.

Casework, psychiatric and related services will be provided at levels consistent with the needs of the Type D population. Comprehensive medical and dental care resources will be available in these facilities.

Security systems and personnel services will be primary factors in the operation and maintenance of this type facility. Resources (education, vocational, casework, etc.) will be predominantly supplied internally by the Bureau of Prisons with lower levels of community resources, as compared to other programs. Industrial operations at this facility will be determined less by the transferability of the skills involved and more by the Industries' ability to meet continuing government needs efficiently and profitably.

Type E. Medium Close Supervisions Program for Adult Men

Program resources and services will be at levels generally consistent with the Type D facility. Vocational training will be provided in a single high demand career-oriented area which does not duplicate that offered in the Type D facilities. Industries

located in this type facility will be those involved skills readily transferable to the private industrial sector. Industrial employment will follow the civilian counterpart pattern of application, test, interview and on-the-job training so that these experiences will accompany the development of a job skill. Education casework and other services will be at levels proportionately similar to the close supervision units.

Resources for providing the above services will be primarily met by the Bureau of Prisons. More emphasis will be placed on developing a mix of Bureau and community resources than is anticipated for the Type D facility.

Group and individual counseling services will be available from caseworkers, psychiatrists, psychologists and trained correctional officers. Supportive, remedial and General Education Development programs will be provided. Recreational facilities and programs which meet adult needs will be available.

Type F Open, Non-Secure Adult Men

Units of this type will fall into two categories, maintenance and open camp.

Maintenance facilities will typically be 100 man units with population requiring minimal program resources. The principal function will be to provide reinforcing work experiences that contribute to the effective maintenance of a larger institution. Physical facilities will house this population separate from, but adjacent to the institution. Casework or other program services that are needed on a regular or crisis basis will be provided by the institution. Supervision and individual counseling services will be provided by regularly assigned Correctional Officers.

Camp units will be open type facilities with varying program resources. Maximum utilization of community and non-Bureau resources will be the major factor in meeting inmate education, vocational and related needs. Academic programs will emphasize those courses directly supportive of the vocational, industrial and on-the-job programs. Work experience which contributes directly to the maintenance of facilities and on-the-job training will be the principal program activity for some of these types.

Type G Complex Youth Program

For those who are tried, found guilty and sentenced, several program options will be available outside of the Type A Center. Direct referral may be made to the Type G facility having a complex of services. Each of these youth complexes will have space

for approximately fifty reception cases to permit intensive testing and diagnostic services upon commitment for those who require it. Commitment to the diagnostic unit would not exceed 90 days after which one of three program options are available. Two of the three options provide different degrees of physical restraint and are a part of the Type G Complex. Those assigned to these programs will receive intensive education and skill training. Prison Industry operations will provide for work and work related training. A wide variety of treatment resources will permit individualized program planning based on identified areas of need.

Education, vocation and work programs will be coordinated to assure that each inmate who needs these services will develop an entry-level job skill in a career-oriented field, be educationally equipped through GED High School Equivalency to obtain and progress in such a job, and have had an opportunity to develop work habits necessary to retain that job. Educational programming will range from literacy to Junior College including:

GED Preparation, release readiness, family planning, remedial education, driver education, sensitivity training, job readiness, consumer and social education.

Vocational training will be available in no more than two specialized fields of high labor market demand. Casework services will assist the inmate to develop the social skills necessary to maintain acceptable relations with family, associates, supervisors and co-workers, and to aid him in developing insight, skill and confidence in the solution of his problems. These services will be provided by individual and group counseling.

Psychiatric and psychological services will be provided to assist those needing more intensive therapy to cope with personal, family and other related problems.

Comprehensive medical services to meet health and dental care needs of a youthful population will be provided. Treatment resources will be principally met by internal programs, but community resources will be used as supplements in special areas of need.

Type H Women's Correctional Program

Generally, correctional programs serve offenders best when located near their home communities. This objective is difficult to attain for most women offenders because of their relatively small numbers and the high cost of operating small centers.

This plan provides for direct federal services to only 50% of the female offenders who would normally be in a federal facility. The remaining half who will be the less difficult to manage, will be under state programs as agreements can be developed between the federal and state governments.

For hard-to-manage women offenders where state services are not adequate or not economical to operate because the offenders are too few in number, the plan provides for a state and federal cooperative program.

Program resources will include complete casework services on an intensive basis, and psychiatric and psychological services for diagnostic and treatment purposes, vocational services to provide specialized career-oriented training in high demand skills educational services ranging from remedial to junior college and including such specialties as family planning and consumer education security programs will range from close to minimal supervision within the facility. Resources will be sought within the community to deliver some of these services. But, because of the characteristics of the population, most services will be provided with Bureau of Prisons resources.

Type I Psychiatric Treatment Program

Approximately 15% of the inmate population are severely disturbed and need psychiatric treatment. About 1/3 of these, or 5%, are acutely disturbed and require intensive treatment. This plan provides specialized regional facilities for the treatment of these patients. One of these centers, to be located at Butner, North Carolina, will also serve as a behavioral research center.

Regional psychiatric facilities will provide intensive treatment with emphasis on highly individualized therapy delivered by treatment teams. These teams will include psychiatrists, psychologists, psychiatric social workers and trained correctional officers. Appropriate group therapy sessions will be included as an integral element of the total treatment program.

Appropriate education and vocational resources will be provided in support of the therapeutic program.

Those offenders who have less serious needs for psychiatric treatment will have services available at other institutions.

Planning Strategy

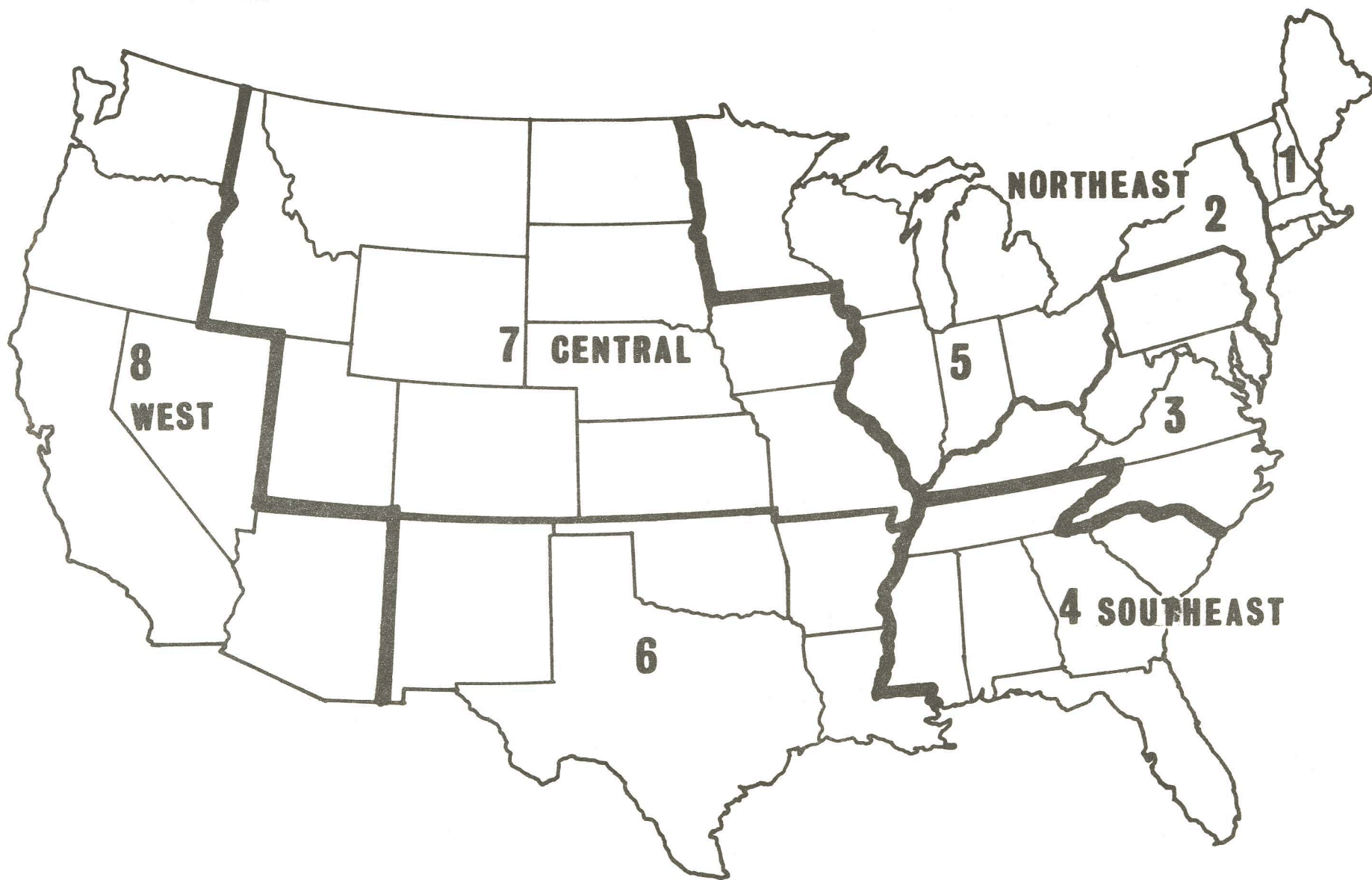
For planning purposes the inmate population of the United States has been divided into four planning areas. These areas, shown on the following page, are compatible with the Bureau of the Budget's planning regions. That is, each of the areas is composed of one or more BOB regions.

The anticipated population for each offender category has been determined for each area as shown on Table 1. Programs have been scheduled for each of the categories and whenever possible and feasible, existing facilities are utilized. In some cases, significant alterations to existing facilities are scheduled to meet program requirements.

Large and obsolete penitentiaries will be de-activated since effective correctional programs are seriously impeded in such mass facilities. Recent improvements dictate a need to continue their operation sufficiently long to amortize the investment. But the schedule provides for termination of use within the 10 year plan.

Whenever program requirements are not met by existing facilities new construction has been scheduled.

The following pages identify the scheduled activity for each of the four planning areas, preceded by a national summary. Cost estimates include site acquisition, design and construction of facilities, and equipment.



BUREAU OF PRISONS PLANNING AREAS

FEDERAL CORRECTIONAL SYSTEM -- 1980

Regions and Population Characteristics

REGIONS	States	Women	Population Characteristics		Adult	Youth	TOTAL
			Psychiatric	CTC			
NORTHEAST	Me., N.H., Vt., Mass., N.Y., Conn., R.I., N.J., Pa., Del., Va., D.C., Md., N.C., W. Va., I., Ky., Mich., Ill., Wisc., Minn., O.	445	524	383	4850	4132	10,334
SOUTHEAST	Tenn., S.C., Miss., Ala., Ga., Fla.	245	289	211	2738	2333	5,816
CENTRAL	Ida., Wyo., N.D., S.C., Mont., Utah, Colo., Neb., Iowa., Kans., Mo., N.M., Tex., Okla., Ark., La.	277	328	240	3032	2582	6,459
WESTERN	Wash., Ore., Calif., Ariz., Nev.	234	274	201	2441	2080	5,230

*27,839

*This total does not include those sentenced prisoners that are in Type A facilities, nor juveniles.

NATIONAL SUMMARY OF REQUIREMENTS

To provide for the anticipated prisoner population through 1980, 66 new facilities will be needed at a total cost of \$669.8 million. An additional \$39.3 million is needed to improve and modernize existing facilities that are to continue in use.

NEW FACILITIES		
<u>Capacity</u>	<u>Type</u>	<u>Approximate Number of Facilities*</u>
2380	A	7
4650	B	31
	C	---
1800	D	3
1000	E	2
1800	F	6
4050	G	9
1200	H	4
1840	I	4

*The capacities of institutions are subject to change in program design so that the number of each type of facility may be adjusted as appropriate in subsequent planning refinements.

NORTHEASTERN PLANNING AREA

Bureau of the Budget Regions 1,2,3 and 5 comprise a geographic area in which the federal offender population in 1980 is estimated to be 10,105 men and 445 women.

It is proposed that in this area the present New York Detention Headquarters will be discontinued, planning funds for its replacement have been authorized and construction funds have been requested in the FY 71 budget. Existing institutions at Lewisburg, Danbury, Terre Haute, Sandstone and Marion will be used for adult programs for men (Type D and E) who require varying degrees of security. The facility at Allenwood will continue to be used for adult programs for those men not requiring security. The institution at Alderson, now used for women, will serve as an adult men's program similar to the Allenwood program (Type F). Existing institutions at Petersburg, Ashland and Milan will be used for programs serving youthful men who require varying degrees of security, similar to type G. Morgantown will serve as a youth community facility (Type B).

An estimated \$22.9 million will be needed for improvements and conversion expenses for existing facilities. 18 new facilities will be needed at an estimated cost of \$144.9 million.

NEW FACILITIES

<u>Capacity</u>	<u>Type</u>	<u>Approximate Number of Facilities</u>
750	A	2
1500	B	10
---	C	NONE
	D	NONE
	E	NONE
600	F	2
900	G	2
300	H	1
500	I	1

SOUTHEASTERN PLANNING AREA

This area consists of Bureau of the Budget, Region 4, and is expected to have a 1980 offender population of 5570 men and 245 women.

The existing institution at Tallahassee, now used for youthful offenders, will serve an adult men's program (Type E) The institution at Eglin Air Force Base and Montgomery will continue to be used for adult men requiring minimum security (Type F)

An estimated \$1.8 million will be needed for improvements and conversion expenses for existing facilities. 15 new facilities will be needed at an estimated cost of \$167 1 million.

NEW FACILITIES

<u>Capacity</u>	<u>Type</u>	<u>Approximate Number of Facilities</u>
---	A	NONE
1050	B	7
---	C	NONE
600	D	1
500	E	1
300	F	1
1350	G	3
300	H	1
420	I	1

CENTRAL PLANNING AREA

This area consists of Bureau of the Budget, Region 6 and 7, and will have an estimated 1980 offender population of 6337 men and 277 women.

The existing institution at La Tuna will continue to serve adult men (Type E). The missions of existing institutions at El Reno and Seagoville will change from youth to adult programs (Type E). Texarkana and Englewood will continue to be used for youth programs similar to Type G. The Springfield Medical Center will be used for general medical services and adult male offenders who require a high degree of secure confinement. By 1980, all acute psychiatric patients will be in regional psychiatric treatment centers (Type I).

An estimated \$12.1 million will be needed for improvements and conversion of existing facilities. 15 new facilities will be needed at an estimated cost of \$148.6 million.

NEW FACILITIES

<u>Capacity</u>	<u>Type</u>	<u>Approximate Number of Facilities</u>
565	A	2
1200	B	8
	C	NONE
600	D	1
	E	NONE
300	F	1
450	G	1
300	H	1
420	I	1

WESTERN PLANNING AREA

This area is Bureau of the Budget Region 8 and will have an estimated offender population of 5290 men and 234 women.

The proposed plan provides replacement of the correctional facility at Lompoc, California which is leased to the Department of Justice by the Department of Defense. Notice has been given to the Bureau of Prisons, revoking the lease and requesting the facility be returned to the Army

The existing institution at Terminal Island (Type E) and the Safford Camp (Type F) will continue to be used for adult male offenders.

An estimated \$2.5 million will be needed for improvements to existing institutions. 18 new facilities will be needed at an estimated cost of \$209.3 million.

NEW FACILITIES

<u>Capacity</u>	<u>Type</u>	<u>Approximate Number of Facilities</u>
1065	A	3
900	B	6
	C	NONE
600	D	1
500	E	1
600	F	2
1350	G	3
300	H	1
500	I	1

APPENDIX

1

TABLE 1
SUMMARY OF CONSTRUCTION IMPLEMENTATION BY FISCAL YEAR AND BY REGIONS
(NE NORTHEAST, SE SOUTHEAST C CENTRAL, W WESTERN)

Institution Type	FY '71	'72	'73	'74	'75	'76	'77	'78	'79	'80
A	3 NY S.F.		--	--	2 S.D HOUS.	2 L.A. E.P.	--	--	--	--
B	3 3-W	3 3-NE	16 5-NE 6-NE 2-W	5 2-NE 2-C 1-W	4 1-SE 3-C	--	--	--	--	--
C	--	--	--	--	--	--	--	--	--	--
D	--	1 1-W	--	1 1-C	--	--	1 1-C	--	--	--
E	--	--	1 1-W	1 1-SE	--	--	--	--	--	--
F	--	--	--	1 1 W	1 1-NE	1 1-NE	1 1-SE	2 1-C 1-W	--	--
G	1 1 W	1 1-NE	5 2-SE 1-C 2-W	2 1-NE 1-SE	--	--	--	--	--	--
H	1 1-W	--	1 1-NE	1 1-C	1 1-SE	--	--	--	--	--
I	1 1-SE	--	--	--	1 1-W	1 1-NE	1 1-C	--	--	--

TABLE 2

NATIONAL NEW PROGRAMS/FACILITIES (INCLUDING GROUP II EQUIPMENT & INVENTORY) (Cost in Thousands)													
TOTAL CAPACITY	INSTITUTION TYPE	TOTAL NUMBER	TOTAL COST (LESS '71 COST)	FY '71 COST	FY '72 COST	FY '73 COST	FY '74 COST	FY '75 COST	FY '76 COST	FY '77 COST	FY '78 COST	FY '79 COST	FY '80 COST
(2,400)	A	7	\$ 83,763	\$ (17,210)	\$ 17,270	0	\$ 1,255	\$ 3,612	\$ 30,419	\$ 28,764	\$ 1,156	\$ 1,287	--
4,650	B	31	112,244	--	1,230	\$ 16,679	54,837	22,696	15,871	931	--	--	--
0	C	No Capital Outlays Required											
1,800 (W/200 HOSP.)	D	3	75,214	--	2,664	19,539	3,052	23,372	--	4,017	21,494	--	\$1,076
1,000 (W/135 DIAG.)	E	2	38,801	--	--	2,120	17,869	17,077	843	892	--	--	--
1,800	F	6	58,543	--	--	--	944	7,924	8,914	9,544	11,465	18,676	1,076
4,050 (W/420 DIAG.)	G	9	166,386	(2,055)	22,895	24,749	81,777	31,745	3,746	1,474	--	--	--
1,200	H	4	41,666	(2,055)	7,077	1,249	10,898	10,517	10,972	465	488	--	--
1,840	I	4	93,221	(550)	15,000	--	563	3,014	25,318	26,408	21,312	853	753
TOTAL NEW PROGRAMS - FACILITIES			\$ 669,838		\$ 66,136	\$ 64,336	\$ 171,195	\$119,957	\$96,083	\$72,495	\$ 55,915	\$20,816	\$2,905
TOTAL UPDATING & ALTERATIONS TO INSTITUTIONS EXISTING PRIOR TO 1972			\$ 39,284		\$ 11,793	\$ 10,598	\$ 7,499	\$ 5,552	\$ 1,616	\$ 198	\$ 460	\$ 256	\$1,312
GRAND TOTAL			\$ 709,122		\$ 77,929	\$ 74,934	\$178,694	\$125,509	\$97,699	\$72,693	\$ 56,375	\$21,072	\$4,217

TABLE 3

NATIONAL

UPDATING & ALTERATIONS TO INSTITUTIONS EXISTING PRIOR TO FISCAL YEAR 1972 (Cost in Thousands)

INSTITUTION	OPTIMUM CAPACITY	TOTAL COST '72 THRU '80	FY '71 COST	FY '72 COST	FY '73 COST	FY '74 COST	FY '75 COST	FY '76 COST	FY '77 COST	FY '78 COST	FY '79 COST	FY '80 COST
ALDERSON	400	\$ 3,149		\$ 910	\$ 830	\$ 691	\$ 718	--	--	--	--	--
ALLENWOOD	300	1,050		550	300	200	--	--	--	--	--	--
ASHLAND	400	2,047		398	581	460	508	\$ 100	--	--	--	--
ATLANTA	1,500	606		456	150	--	--	--	--	--	--	--
DANBURY	600	2,860		1,333	239	462	716	110	--	--	--	--
EGLIN	400	0		--	--	--	--	--	--	--	--	--
EL RENO	1,000	1,529		60	563	285	421	200	--	--	--	--
ENGLEWOOD	325	1,551		400	356	296	278	--	--	\$ 221	--	--
LA TUNA	350	1,913		480	681	361	52	--	--	--	--	\$ 339
LEAVENWORTH W/CAMP	1,550	700		400	200	100	--	--	--	--	--	--
LEWISBURG	1,350	3,959		1,790	604	895	670	--	--	--	--	--
LOMPOC W/CAMP	1,500	350		350	--	--	--	--	--	--	--	--
MARION W/CAMP	600	676		160	172	105	--	--	--	\$ 239	--	--
MCNEIL ISLAND W/CAMP	1,000	610		610	--	--	--	--	--	--	--	--
MILAN	500	1,051		30	736	160	125	--	--	--	--	--
MONTGOMERY	250	0		--	--	--	--	--	--	--	--	--
PETERSBURG	500	3,880		905	1,174	563	732	506	--	--	--	--
RFK YOUTH CENTER	325	30		30	--	--	--	--	--	--	--	--
SAFFORD	250	30		30	--	--	--	--	--	--	--	--
SANDSTONE	400	1,570		130	503	620	--	--	--	--	--	317
SEAGOVILLE	400	2,420		525	1,091	167	100	--	\$ 198	--	--	339
SPRINGFIELD W/CAMP	500	3,087		630	871	856	330	400	--	--	--	--
TALLAHASSEE	500	1,744		503	440	474	27	300	--	--	--	--
TERMINAL ISLAND (MEN)	560	1,459		761	201	97	400	--	--	--	--	--
TERMINAL ISLAND (WOMEN)	200	0		--	--	--	--	--	--	--	--	--
TERRE HAUTE W/CAMP	1,200	2,500		292	870	707	375	--	--	--	\$ 256	--
TEXARKANA	450	513		60	36	--	100	--	--	--	--	317
TOTAL UPDATING AND ALTERATIONS		\$ 39,284		\$11,793	\$10,598	\$7,499	\$5,552	\$ 1,616	\$ 198	\$ 460	\$ 256	\$1,312
TOTAL TO PAGE 1)												

TABLE 4
BUREAU OF PRISONS
MULTI-YEAR PROGRAM & FINANCIAL PLAN
BUDGET AUTHORITY
Fiscal Years (dollars in thousands)

		1970 Appropriations	1971 Budget Estimates	1972 Plans	1973 Plans	1974 Plans	1975 Plans	1976 Plans
03	Correction of Federal Offenders	90,905	122,151	186,965	188,795	301,866	263,895	264,229
01	Construction	3,937	25,350	77,979	74,934	178,644	125,469	97,699
02	Repairs and Improvements	1,503	2,000	3,000	3,000	3,000	3,000	3,000
03	Custody and physical security of offenders	21,321	24,154	29,119	31,279	34,479	39,289	54,909
04	Inmate care and maintenance	8,907	9,997	11,222	11,855	13,195	13,688	14,219
05	Operations of institutions	36,221	38,126	39,562	40,094	42,115	45,296	50,494
06	Rehabilitation of offenders	18,305	21,113	23,902	25,233	28,033	34,453	41,008
07	Assistance to non-federal correctional systems	250	750	900	900	900	900	900
08	Program evaluation	461	661	1,281	1,500	1,500	1,800	2,000
04	Control of Narcotic & Dangerous Drug Abuse	1,844	3,079	3,079	3,810	4,190	4,130	5,810
02	Treatment of narcotics and dangerous drug offenders	1,844	3,079	3,079	3,810	4,190	4,130	5,810
TOTAL BUDGET AUTHORITY		92,749	125,230	190,044	192,605	306,056	268,025	270,039

TABLE 5
BUREAU OF PRISONS
MANPOWER REQUIREMENTS SUMMARY

CATEGORY	Fiscal Years						
	1970 BUDGET	1971 BUDGET ESTIMATE	1972 PLAN	1973 PLAN	1974 PLAN	1975 PLAN	1976 PLAN
<u>Correction of Federal Offenders</u>							
Man-years-----	5,384	5,655	6,124	6,390	6,890	7,920	9,310
Permanent-----	5,322	5,594	6,063	6,330	6,830	7,860	9,250
Other-----	62	61	61	60	60	60	60
Permanent Positions-----	5,416	5,689	6,322	6,445	7,394	8,608	10,410
<u>Control of Narcotics and Dangerous Drug Abuse</u>							
Man-years (All Permanent)-----	91	129	129	150	150	150	150
Permanent Positions-----	91	129	129	150	150	150	150
Total Man-years-----	5,475	5,787	6,253	6,540	7,040	8,070	9,460
Permanent-----	5,413	5,726	6,192	6,480	6,980	8,010	9,400
Other-----	62	61	61	60	60	60	60
Total Permanent Positions	5,507	5,818	6,451	6,595	7,544	8,758	10,560
<u>End-of-year Employment</u> -----	5,496	5,767	6,390	6,530	7,330	8,540	10,320
Permanent-----	5,434	5,706	6,329	6,470	7,270	8,480	10,260
Other-----	62	61	61	60	60	60	60

UNITED STATES GOVERNMENT

DEPARTMENT OF JUSTICE

Memorandum

~~CONFIDENTIAL~~

TO Mr. Egil Krogh
Deputy Assistant to the President
for Domestic Affairs

DATE January 21, 1971

FROM  Donald E. Santarelli
Associate Deputy Attorney General

SUBJECT Graham Watt

Recall Chief Wilson's very carefully and thoughtfully phrased observation that: the problems of crime control often stem from conflicting and provincial goals of the various components of the criminal justice system.

Since each component of the criminal justice system has its own narrow and self-serving goal, it is extremely important that an overall policy maker or manager have a clear understanding of that limitation and a clear willingness to exercise executive authority over those constituents to obtain the primary goal - in this case, crime control.

In light of that, consider the following observations.

Attached is a copy of minutes of a meeting of January 6th. Note these minutes as marked on page 4. They reflect Graham Watt's attitude. Note his immediate reaction to Ken Hardy's charge against the Metropolitan Police Department. It appears to be an acceptance of that charge. Public safety ought to be his first objective - remember Chief Wilson's remarks! Corrections apparently sees its goal as client oriented - not public safety. But for Watt to fail to distinguish the overriding goal of public safety (crime control) raises further doubts about his performance.

DECLASSIFIED
E.O. 12958, Sect. 3.6

By  NARA, Date 11/12/97

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January 21, 1971
Egil Krogh

As I indicated to you on the telephone on Tuesday (January 20th), I had occasion to attend a very large meeting (about 35) of representatives of the criminal justice system. We were reporting on various progress developments in the implementation of court reorganization and the Crime Bill. At that meeting it was quite apparent that each constituent agency reported progress in terms of their own goals - goals not necessarily crime control or public safety oriented. In each case, Watt identified himself with the goals of that agency and at no time made it apparent that he understood his role as chief executive in terms of superimposing the overall goal of public safety. I was disappointed, but not surprised.

In short, there must be a manager or executive for the primary goal - public safety. All constituent agencies, notwithstanding their own view of their own goals, should serve that primary goal.