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CLASSIFICATION, ASSIGNMENT, TRAINING AND RESTORATION

JOSEPH D. SEARS¹

Introduction

Individuals sent to prison for punishment, are there because they have not been able to maintain a place in the community without infringing upon the rights of others. Of these individuals there are a high percentage of those who are afflicted with physical or mental ills. There are others who lack the basic fundamentals of education. Records indicate that over ninety per cent (90%) of these individuals are at some time or other returned to society. What then should be the corrective program carried on in prisons so that these individuals may be expected to cope with the affairs of life and adjust satisfactorily in communities on their release?

Development of Classification in New Jersey

In 1918, a clinic was established at the New Jersey State Prison in Trenton, and placed in charge of Dr. Edgar A. Doll and Dr. W. J. Ellis (now Commissioner), under the general direction of the then Commissioner, Dr. Burdette G. Lewis. This clinic had the benefit of the advice of Professor E. R. Johnstone and Mr. Calvin Derrick. Its work has been continuous since 1918 and a technique has been developed and results secured which prove its value. A classification program has been developed which is now operating in all correctional institutions under the Department of Institutions and Agencies, and supervised by the State Director of Classification.

In the Spring of 1930, a survey of the population at the New Jersey State Prison and a study of the last 2300 commitments was made by Mr. B. H. Ayres, now Director of Classification at the New Jersey State Prison, under the guidance of Dr. F. Lovell Bixby, Dr. J. Q. Holsopple and myself. This survey was in the nature of an inventory of the work which is being done in New Jersey and has been of considerable value in forming the basis of classification programs in certain other States.

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Classification has gone far since the days of 1918 when small beginnings were made at New Jersey State Prison. Ahead lies the necessity for painstaking study of methods which can be developed for the better education and training of the prisoner.

Protection Afforded Society

The first or major purpose of incarceration is to protect society. If this objective is obtained, a prison or a prison system is, to that extent, a success. If it does not accomplish this object, it is simply a means of withdrawing for a time from society certain persons who appear to be a menace. If the present prison system for a period withdraws one whom the community regards as dangerous, but returns him to society more adept in vice and crime and deteriorated in mind and in body, the net profit of the body politic is rather dubious, since society has been protected only for the period of incarceration. Most prison administrators confess that, under conditions existing in the majority of the institutions, a real gain has been made if an individual is no worse when he is discharged than when he was admitted, a somewhat sorry commentary on the curative or corrective work of present-day penal systems.

Many individuals who are sent to prison have anti-social habits which have been so firmly established that it is difficult to accomplish much in their behalf. Others, new to crime, under proper guidance, may become useful members of the community. Still others are subjects for surgical, medical or mental treatment. Through proper treatment many may be made ready for restoration to society.

Years have been spent in an endeavor to solve the problem of what to do with the sentenced man or woman. Experiments have been tried with varying degrees of success. Limited funds, as well as the doubt of those in responsible positions as to what should be done, have held up progress in many cases.

There has been a demand from the general public that the prison accomplish more in the way of protection than the simple detention of the individual who is dangerous at large. This has been coupled with a demand that remediable ills be corrected in conformity with the advances made in medicine, surgery, psychology, psychiatry and sociology. Successful experiments along these lines have brought an answer to this perplexing problem. The answer is not complete, nor is it final, but it is logical and means the using of facilities at hand to accomplish the desired purpose. This answer includes the sorting of the prisoners into groups for administrative purposes, in

order that treatment may begin, for training in letters and in vocation, for work, and for preparation in every way possible for return of the prisoner to the free community.

Personnel Required for Classification

A system of classification, including examination, training and restoration, is an aid to the Warden in doing effective work and accomplishing the result which should be the purpose of a prison. The head of a prison holds a post of gravest responsibility. Under him are officials who administer under his direction the various activities of the institution. Practically all prisons have a disciplinarian, a doctor, a head of industrial activities, a head of educational activities, a chaplain and a parole officer. If these officials are discerning, and if they understand the work which they are supposed to do, they can aid the chief administrator, the Warden, in doing constructive work. They know men, or at least they should, if they are fit to hold the positions which they occupy. By using these officials to examine and discuss the prisoner, and by adding to this personnel the services of a psychiatrist, a psychologist, and a classification director or secretary whose duty it is to coordinate the work of these individuals, a sufficient classification system can readily be inaugurated.

The System in a Large State

It may be difficult to convince certain of the public officials, and also the public, of the value of classification, until some incident or series of incidents brings home to them not only the value but the absolute need for such a system. Once the necessity is realized, the difficulty of installing a classification system in a large state is not great, as the addition of a few specialists for classification is of small account in the total expenditures. Furthermore, a classification system not only saves the added cost but saves it many times over, both in actual money saving to the state and in the men and women that it is able to salvage.

The System in a Small State

In a smaller state with a comparatively small number of prisoners, or in a county institution, the officials administering the institution make up the large majority of those necessary to conduct a classification system. By the addition of a psychologist and a psy-

chiatrist on part time, from the state or local college and existing institutions for the insane and feeble-minded, it is possible to establish a classification system which is not too expensive.

The Pattern for Classification

The pattern to follow in such a system is now very clearly defined. The exact methods may differ slightly, but in general the plan followed in the several states working on classification is towards the same objective. As time goes on this pattern will undoubtedly improve and certain changes made, but the underlying principles have been proved and the way is clear for definite action.

Definition

The word "classification," as it has been generally understood by the public, has been given a rather narrow meaning. The popular conception seems to be that it is a sorting of prisoners after a complete diagnosis—medical, psychiatric and psychological. To those who are actually carrying on this work, it is conceived as a combination of the examinations in these three phases and also examinations in the industrial, sociological, religious and disciplinary phases of the prisoner's life, together with assignment for placement in housing, for treatment, for work, for training, and the system whereby the prisoner may be guided toward an objective which will assist him better to fit himself for his restoration to society.

It is a continuing process from the moment that the prisoner is committed to the institution, to the time he is discharged from parole. It should, in large part, supply the need which the individual has lacked in his previous dealings with society. If he is insane, he should be committed to an insane hospital. If he is feeble-minded and unable to take care of his own affairs, he should be committed to an institution for the feeble-minded. If, through examination and observation, it is found that he has certain abnormalities which prevent him from leading a decent and law-abiding life, he should be held in custody for life or until the abnormality is corrected. If he is trainable, he should receive training sufficient to give him an even chance at earning an honest livelihood on his release. This system should supervise him minutely while he is in prison, with the object of supplying to him those things which he lacked in his dealings with society prior to commitment, and should endeavor to correct those deviations from the normal which were the cause of his wrongdoing.

Upon classification is based the hope of checking the increase of those who, through their prison experience, become professionals in crime. Until the day is reached when the offender, who has a remediable ill, is identified, and his ailment corrected, and until the accidental and actual first offender are kept apart from the irretrievable professional in crime, we may expect an ever-increasing stream of recruits from our prisons to the business of crime.

Classification embraces the diagnosis of the individual and the analysis of his personality and character, together with plans for corrective measures for his betterment.

There are four factors which must always be kept in mind in working out a classification system. They are:

1. *Analysis or Diagnosis.* This is the method by which prisoners are examined and a summary made of the kind of treatment, kind of housing, kind of education, kind of work, and kind of discipline, which are necessary.

2. *Placement or Assignment.* This is the method by which the prisoner, after analysis and diagnosis and classification, is assigned to hospitals, to detention, to living quarters, types of security, types of work and training, and is given an objective toward which he should strive.

3. *Guidance or Supervision.* This is the method by which a prisoner, after diagnosis, classification and assignment, is observed and guided in the course of procedure prescribed for him, and the method by which he is re-directed, when developments, progress, or lack of progress, indicate there should be a change in objective.

4. *Restoration.* This is the method by which a prisoner's readiness for parole is determined and by which a forecast is made of the likelihood of his success or failure under varying conditions which he will meet upon release, and the aids which can be given him to increase the likelihood of his success.

Although this article is not dealing with the ramifications or procedure of parole and parole supervision, it might be noted that the classification material prepared while the prisoner is confined in the Institution is available for use of the Field Parole Officer at all times.

The procedure of classification is divided into four phases:

Reception, including the photographing of the individual, the taking of his record as he gives it, the review and recording of commitment papers, the accounting of money, the disposition of his

clothing, the assignment of a prison number, bathing, the issuance of prison clothing, and his assignment to quarantine.

Quarantine—observation and examinations. The prisoner is assigned to isolation for a period of time (usually thirty days) to allow for the development of any infectious disease and for the observation which is necessary during the examination period.

Examination: The prisoner while in quarantine, receives examinations which follow closely the practice of examination at a medical center or a modern clinic. He is examined and interviewed by the following officials:

Resident Physician
 Identification Officer
 Disciplinary Officer
 Psychiatrist
 Psychologist
 Chaplain
 Director of Education
 Director of Industries and Training
 Field Social Investigator or Parole Representative

Each examiner makes his report with recommendation from his own professional standpoint. These reports are forwarded to the Classification Department where they are briefed and compiled into what is known as a Classification Summary.

At a weekly meeting of the Classification Committee, the Classification Committee being made up of the above officials, with the Warden as Chairman, review the cases as presented in the Classification Summary, and formulate at that time, a tentative program for the prisoner while in the institution. The method of reclassification is discussed later in this article.

In prisons where the staff does not include all the officials enumerated, combinations can be made. Frequently the Warden is also the disciplinary officer. The Chaplain or welfare worker may also handle field investigation. At times the parole officer sits on this Committee, as he may have charge of the field investigation. In a small institution the secretary may have duties in addition to those of secretary of the Classification Committee. If the members of this Committee know their work and are interested, they eventually work together with such precision that, in the great majority of the cases, the diagnosis and recommendations concur.

An examination as it is conducted in New Jersey is about as follows:

Identification Officer. The identification officer examines the pris-

oner, taking from the record which has been made on admittance personal data, such as birthplace, age, nationality, civil condition, religious sect, residence and known previous criminal record. He also gathers from the court the record of the case and from the Central Records Bureau in Washington additional data concerning the individual. Everything that can be secured in regard to the prisoner's record is gathered together, and on the basis of such data the identification officer enters his recommendations in regard to the custodial requirements and gives his estimate as to the proper placement of the individual within the prison system or his possible transfer to another type of institution.

Disciplinary Officer. The disciplinary officer interviews the prisoner and formulates his estimate as to where best the prisoner will fit into the institutional life and the amount of custody required. This report is frequently withheld until after the psychological and psychiatric reports are made, as by interview alone the disciplinary officer is unable to reach a final conclusion.

Physician. The physician makes a complete physical examination, including the Wasserman examination, if indicated. From his examinations the physician makes recommendations as to treatment (medical or surgical) that is required, a further period of observation if necessary, the general physique of the individual, and his ability to do heavy or light work. He notes the possible effect of the prisoner's physical constitution, such as acute diseases, toxemias, constitutional abnormalities, or any other physical trait which may have a bearing on the prisoner's past life and future behavior. He notes the remedies possible. The physician gives his recommendations as to the program which the prisoner can and may follow.

*Psychologist.*² "The psychologist examines the man from the viewpoint of intelligence, aptitude, character and emotions. He determines the prisoner's individuality from the viewpoint of intelligence level, intelligence type, temperament, emotion, judgment, inhibitions, and desire. In cooperation with the head teacher he determines the degree of literacy and educational capabilities. In cooperation with the industrial supervisor he determines motor aptitudes and trade skill. In cooperation with the psychiatrist and physician he determines feeble-mindedness, constitutional instability, and the psychological aspects of psychopathy, including defective personality, judgment, emotional deterioration, mood, and the like. He determines the level

²Published by Department of Institutions and Agencies. Prepared by Dr. F. Lovell Bixby, Director of Classification.

and type of the individual from the viewpoint of such mental processes as memory, association, and reasoning power.

"He then makes specific recommendations covering transfer, custodial security and program. Under the heading of treatment he recommends any additional examinations or special interviews which would be beneficial to the inmate in making a better social adjustment."

Psychiatrist. "The psychiatrist in his examination inquires into the condition of the inmate's nervous system, personality make-up, and sanity. He indicates the contributing influences of nervous pathology, defective personality, emotional disturbances, conflict, perversions, maladjustments, psychoses, psychopathies, epilepsies, dementias, and in cooperation with the physician determines the importance of syphilitic infection and the use of alcohol or drugs.

"He then makes specific recommendations for transfer and treatment. He also makes recommendations concerning the custodial requirements based upon his estimate of the inmate's stability and trustworthiness and makes any recommendations relative to a suitable program which has a therapeutic significance."

The Chaplain. The Chaplain, on examining the prisoner, ascertains the prisoner's religious preference, if any, his religious history, and his attitude toward religion. The Chaplain finds, insofar as is possible, the prisoner's religious background and his home influences which have existed in the life of the individual. The Chaplain carefully checks with the home investigator the statements of the prisoner and endeavors to ascertain if any religious influence can be brought to bear on the prisoner to improve his condition. His estimate of the situation is made from the viewpoint of developing within the individual, religious or spiritual forces which will aid him in prison and on his release.

Educational Director. The educational director examines the prisoner with the object of ascertaining his previous scholastic instruction. Illiteracy indicates the need for elementary school education, provided the man is capable of assimilating such education. The educational director also determines the grade of those who are literate and the advantage of schooling in the grades provided in the institution and also through correspondence or extension courses. His estimate of the situation and his recommendations are submitted with the object of supplying to the prisoner the education which will aid him on re-entry into civil life, and also to supplement the

work which he undertakes in the prison and the industrial training which is to be given.

Director of Industries and Training. The director of industries and training examines the man as to his past occupational history, his industrial skill and capabilities, and his success or non-success in the occupation which he has followed. He also inquires into the desires of the individual in order that training and occupation may be given him, within the limits of the industry available, in the kind of work that he wishes to do. The director of industries and training considers the location from which the prisoner has come or his probable residence after release, in regard to the industrial training which is to be afforded him. Before preparing his findings he secures from the psychologist the mental levels of the individual, and takes them into consideration in making recommendations for trade and industrial training.

Field Social Investigator. The work of the Classification Committee is materially improved if a home investigation can be made. Some data can be secured through letters, but a home investigation, together with an investigation of the prisoner's previous environment, is of great importance in reaching a conclusion. Home and neighborhood conditions and previous associations frequently provide the answer to a difficult problem. The field investigator's report and an estimate of his check-up is submitted to the Classification Committee.

Classification Secretary. The classification secretary receives the reports of the examiners. He summarizes these reports, giving in brief the history of the individual as he states it and as verified by the court record and the information supplied by the identification officer and the field investigator. He summarizes the report of the doctor, the psychologist, the psychiatrist, the chaplain, the educational director and the director of industries and training. If the recommendations coincide, he so notes. If they do not coincide, he prepares the reports and submits them for further discussion to the meeting of the Classification Committee. If then the Committee does not agree, the prisoner is referred back for further examination and the case re-submitted to the Committee.

Reclassification. The prisoner's case comes up with the reports which are submitted for reclassification every six months, or oftener if required. His failure to follow the line expected is noted. If he does well or does ill, a re-examination is ordered and he is reclassi-

fied. He also may be reclassified under certain conditions at his own request.

The examinations outlined above are taken from the system used by the State of New Jersey.

New Jersey Classes. The classes which are used in New Jersey are as follows, as shown by the official publication of the Department of Institutions and Agencies:

1. The difficult class—constitutional defectives, recidivists, confirmed drug addicts, chronic alcoholics.
2. Better class.
 - A. Better class who are serving long terms.
 - B. Better class who are not serving long terms.
 - C. Better class, as in B, who are young and of good intelligence.
3. Simple feeble-minded class.
4. Senile and incapacitated class.
5. Psychotic and epileptic class.
6. Defective delinquent group.
7. Insane.

Valuable work is under way in New York, Massachusetts, and Illinois in the development of classification. The study made at the Western Penitentiary at Pittsburgh, Pa., is of great interest.

2nd Phase—Assignment

The officials of the states who are developing the whole problem of classification know that in order that the result of the first phase may be of value, a careful analysis must be made of the nature of the assignment possible and the facilities available for carrying out the classification recommendations. If classification is to be a diagnosis without suitable action, scientific data may be obtained, but there will be no actual benefit either to the state or to the prisoner. To make this system effective, there must be classification of places, treatment, work and help, whichever possible for assignment.

The following outline is suggested as a pattern for assignment:

- A. Place to which a prisoner is to be physically located:
 1. For transfer to insane or feeble-minded institution.
 2. For treatment.
 - a. mental
 - b. physical
 3. For housing.
 - a. maximum security
 - b. limited security
 - c. minimum security
 4. For program.

- B. Kind of mental or physical treatment to be given.
 - 1. Temporary
 - 2. Prolonged
 - 3. Permanent
- C. Kind of training to be given.
 - 1. Grade school
 - 2. Manual or trade training
 - 3. Advanced
- D. Kind of work.
 - 1. Kind of work he can do with hope of success.
 - 2. Kind of work it is safe for him to do (industrial work limitations)
 - 3. Kind of work that is to his best interests.
 - 4. Kind of work that is to the best interest of the state.
 - 5. Kind of work available.
- E. Kind of plan possible to help build him up for the time when he will re-enter the outside community.

A. Place where a prisoner is to be housed.

New Jersey divides its prisoners into five groups for housing purposes.

The first group requires maximum security and constant custody. It is made up of those members of the difficult class to whom it is not safe to allow any liberty—constitutional defectives, recidivists, confirmed drug addicts, confirmed alcoholics, together with defective delinquents, as no special institution is provided for the defective delinquents. These prisoners must be housed in the Bastille type of construction and there must be strong iron bars and adequate guarding.

The second group is made up of the better class prisoners, who, on account of the great length of sentence, are not eligible for minimum security, but who may be eligible for limited security. This group is the backbone of the industrial system and may be assigned to shops, as the terms are so long that there is ample opportunity for training where notice may be given to the shop organization three months in advance that the individual is to be moved.

The third group is made up of the better class who would be eligible for minimum security, aside from the fact that they are subject to fines, or for when detaining warrants are lodged with the prison administration. They must be kept in strict or limited security until these fines or detaining warrants are removed. They are assignable to industrial shops, but may be moved with less notice than the second group.

The fourth group is made up of young men, with no previous prison record, under thirty, who are eligible for vocational training, and who are hopeful subjects for such training.

The fifth group is made up of better class men who are serving short terms, are of good mentality, and who, in the opinion of the examiners, are good risks for outdoor work (under minimum security), located on farms or on farms with industrial shops, road camps, public work and special duty—the simple feeble-minded, without complications, who, in the opinion of the examiners, are trustworthy for outside work, and who are capable of doing unskilled manual labor on outside occupations.

The other states, where classification is in practice, use a similar standard in determining the kinds of prisoners who are suitable of the place where they may be assigned.

Reasons for Types of Housing. The purpose of administrative classification, as it relates to housing, is to place the individual in the institution or section of an institution where he may, with safety, profit most by his detention and, at the same time, provide the most economical plan for the state. These two objectives are not in conflict.

The maximum or Bastille type is by far the most expensive both to build and to maintain. The opportunities for rebuilding an individual in this type of prison are much less than in limited and minimum types of security.

The danger of escape of prisoners is constantly in the minds of the administrative officials. With a competent classification system, the danger is minimized to the point where it is negligible. The experience in New Jersey, over the period 1920-1930, shows that approximately 8500 prisoners were imprisoned during that time. Of this number there were 104 escapes and all but 27 were recaptured. This includes the state prison, the two minimum security farms, the minimum security road camps, and the gangs employed on other outside work.

From a careful analysis of the population of New Jersey, and from the experience of a number of the chief administrative officials of penal institutions, the conclusion has been reached that the great bulk of the prison population not suited for minimum security can be housed in limited security. Such limited security consists of a building, a series of buildings, or section of a building, which are strong and ample to keep the prisoner safely at night, and from which men are sent out under guard to work in shops, on farms and other

outside work during the day. This construction does not entail the elaborate guarding of a Bastille or maximum security type of institution. A large percentage of the sleeping quarters may be of the dormitory type, which costs about one-third of cell construction type. There should be day or recreation rooms for the period between the end of work and lights out, where a man may read or study. It is possible in this type, as well as in the minimum type of security, through less austere surroundings, to foster an atmosphere of hope, instead of hopelessness, which is usually apparent in the maximum security prison. By fostering a desire to carry on healthful pursuits and to encourage group study, an advance will be made toward the directing of the mind of the prisoner to those things which will increase his chances of success on release. The breaking down of the individual is increased by the long hours and solitary confinement in a cell. The old idea of solitude and reflection has not proved a success. Few men will take advantage of these solitary hours for useful pursuits. If the community is to be protected, resocialization is a saner way than the deteriorating hours of idleness in a cell. Cells or rooms, however, have their place, not only in maximum, but also in limited security. Certain individuals cannot be trusted in a dormitory. Others, who show a particular desire to study, should have the opportunity. A percentage of the limited security prison should be in rooms or cells. This percentage has been estimated as between 20% and 30%.

The minimum security prison has proved most successful for the individuals who, through examination and observation by the Classification Committee, prove to be stable and trustworthy, and who are undergoing a comparatively short sentence and who have served a part of a long sentence. These figures vary in the areas around the great metropolitan centers where the percentage varies between 30%—40% of the entire prison population. There is reason to believe that this percentage will increase as the distance from the metropolitan areas is lengthened. In addition to this type of prisoner, many of the simple feeble-minded, without complicating factors, may safely be placed in minimum security.

The prisoners in this type of minimum security require little guarding, provided the classification work has been done properly. The guards, with the exception of the night patrols, should have a major function other than guarding. A farmer, a road foreman, carpenter, plumber, or industrial instructor can quickly acquire the necessary information that he will require in this sort of guarding.

By this means the state provides training and supervision at the same time that guarding is being provided. Costs are kept down while results can better be obtained with the individual.

B. Treatment

Transfer to insane hospital, feeble-minded institutions, or institutions for the epileptic, has been covered under "place where a prisoner is to be housed."

Venereal Disease cases and various other physical ills require treatment of varying length. A great number of cases which require mental treatment are not subjects for insane hospitals. These cases must be given treatment within the limitations of the prison. The facilities for the treatment of abnormal cases should be greatly increased at the penal institutions. Indications prove that this development will show gratifying results. There is a large field to be covered in mental treatment and guidance. Mental hygiene and vocational guidance are subjects which are receiving careful thought. With the development of knowledge and technique, it will be possible to aid many prisoners toward a more normal and healthy viewpoint. This is a field where extensive research and careful study are required.

The question of general treatment in the institution is one which must be developed along the same lines as those of a modern medical center. A prisoner, like any other patient, may refuse treatment. A prisoner, however, is in a controlled environment where a course of treatment, which has been prescribed and agreed to by the prisoner, can be more closely adhered to in prison than in a hospital where the patient is, to a greater extent, his own master.

Every institution has a certain number of senile cases which may be infirm—men who are too old to do any but light work. They are too feeble or incapacitated to run away. Oftentimes these men, who are physically weak, can be housed in the farms in a healthful atmosphere, without danger of escape, and where light tasks may be assigned to them.

The field of research in the various phases of abnormality represented in the difficult or strict detention group is very broad. It is dangerous to generalize. Treatment for the recidivist is possible only in certain cases. The removal of a physical handicap has, in a number of instances, been successful. Certain forms of mental treatment are successful to a degree. In the majority of cases, in this difficult class, however, little is known of possible methods of treatment. The same situation exists with the mental inferior and

constitutional defective. The technique of eliminating narcotic drugs from the system is well known to the medical profession, but the method of eliminating the habit of drug addiction is another matter. This is especially true of the prisoner who, on release, is subject to all sorts of trials, discouragements and depressing handicaps from which the renewal of an old drug addiction is a temporary alleviative. The medical and mental authorities should bend every effort to solve as many of these problems as possible.

C. *Training*

This subject is divided into three general objectives:

The First Objective

The first covers elemental subjects, such as reading, writing and arithmetic. A certain percentage of every prison population is illiterate in any language. Another percentage is illiterate in English. In every modern prison, there is a school of letters with at least classes up to the third or fourth grade. It is important that if an individual has the capability to learn the rudimentary subjects, he should be given the opportunity. Examination will show his degree of literacy and his assignment to school is a matter which bears little discussion.

The Second Objective

The second objective is the training of a man, within his abilities, in the habits of work, and, if possible, toward some occupation which he may carry on after release. The individual is first limited by his mental and physical characteristics. Where classification has been successfully carried on, it has been found that by assigning a man to a job within his mental limitations gives him an opportunity to succeed in this given line. It has been found advisable, insofar as the limitations of work available are possible, to give him a choice of occupation. The known industries and occupations within a state or given territorial area are the kinds of work which a man should be taught, as he will then have opportunity to find a job in the same kind of work that he has been doing in prison, after release.

The original plan laid down for the prisoner by the Classification Committee should be based on the probable occupations which may be open to the man on his release. It is of the greatest importance that the prisoner be given an objective which he can under-

stand is for the purpose of better fitting him to make a living on his release from the institution. Valuable training of a man for many occupations can be carried on through the apprentice system. Every institution gives a wide field in the maintenance industries, such as carpentry, plumbing, tinsmithing, pipe fitting, cooking, and other housekeeping and maintenance occupations. The industrial shops of the prison give another wide field for industrial training. The road work gives a varied field for occupational training, depending on the kinds of road built, with the corresponding number of skilled occupations available. The working out of the trade training possibilities in an institution is not only the function of the Industrial Director, but also of the Educational Director, together with the advice and help of the members of the Classification Committee.

The Third Objective

The hours which a man is confined in a cell in a maximum, or even medium, security prison are long. Correspondence school work is a severe strain to the perserverance of an individual under any circumstances. Certain prisoners, however, are anxious to take such work and the leading correspondence schools are usually ready to assist in every way possible. These correspondence or extension courses should only be permitted on the consent of the Educational Director. He and his staff should aid the student and keep a constant check on his progress.

The utilization of the facilities of the extension services of state universities has proved most successful. In California the University of California is affording splendid assistance to San Quentin Prison. The same kind of valuable aid is being given the New Jersey penal institutions by Rutgers University. Advanced work other than correspondence work, is possible, provided a teaching staff is provided for at least supervision of this advance work. Inmate instructors are usually available to carry at least part of the teaching. There is a very large field for development in this subject and one which should have the best thought of the educational experts in the fields of academic and scientific education and in vocational training.

D. Work Assignment.

As in the case of the administrative assignment of the prisoner, the kinds of work available and to be installed should be studied and carefully classified. From 70% to 80% of those who are com-

mitted to prisons have no experience above that of unskilled labor. Some, through training, can be developed into skilled or semi-skilled workers and, in many cases, it is advisable that an individual committed to prison change his form of occupation. This is particularly true of the prisoner who has been engaged in the higher professional or clerical type of work, who, in all probability, will be unable to obtain work in the kind of occupation that he has engaged in before incarceration. A job analysis is necessary, classifying the industries and the actual jobs to be performed within the industries. It is obviously ridiculous to assign a man to a piece of work which he is mentally incapable of doing. In the life of a free community, a man may quit his job if he is dissatisfied with it or finds he is inept in that particular line of work. In a prison a man has little choice. It is well, insofar as is possible, to let him have a choice within certain fixed limitations. A man of a low mental grade is ineligible for a print shop, as it is impossible for him to progress to the point where he may become a skilled printer. It may be possible, however, for him to become skilled as a window cleaner and he may be able to get such a job on his release. Of course, if he is imprisoned for burglary, it would be obviously difficult for him to get a job as a window cleaner. All these things must be taken into consideration and common sense must be used in assignment.

The kinds of occupation to which a Classification Board may assign a prisoner are necessarily limited. The kinds of industries and kinds of occupations existing in the prison, on the farm, or on road or other work, require careful study and analysis. Shops afford varying types of employment, but if a man is to progress he must be placed in a job, where, if he shows ability, he may be promoted in the shop or trade. The old story of establishing a separate entity for the job of plumber's helper is a case in point. A plumber's helper is not a separate kind of job, but a step in the process of becoming a plumber. A careful job analysis is a prerequisite to assignment. By establishing the types of jobs under the jurisdiction of the institution, a prisoner may be qualified for one of a number of occupations. If there is to be success in training, the man must not only have work that he can do, but, insofar as it is possible, allowing to use his volition in the selection of what he wishes to do within the limits of his ability and the jobs open. When the system reaches a point where a man can be certified as fit to do certain types of work and then have him apply to the Industrial Department for work, within his limitation, a decided gain will have

been made. The types of work which may be open to a man on release must also be carefully studied. There are certain kinds of work which it is to the best interest of the state that a man perform, but the Assignment Board or Committee should first take into consideration the eventual probabilities of success of the individual and his work should be guided accordingly.

3rd Phase—Guidance or Supervision

As the majority of the Board or the Committee is made up of those who are actually handling the administration of the various departments of the prison, the duty of the Board or the Committee is to place such information in the hands of the various department heads which will best aid them in the guidance and supervision of the prisoner. A report should be correlated from all sources. A review of the progress or lack of progress should be made and the situation of the prisoner should be studied from the composite standpoint. An endeavor should be made to find the reasons why it is necessary to administer disciplinary action and, if possible, the actual cause of the violation of the regulations of the prison. The Committee should make recommendations when a man, who shows progress, is undergoing a stricter form of custody, to promote him to a less strict form of custody. An endeavor should be made to foster ambition towards a higher objective. It is most important that a Board or Committee have before it, in addition to the data available in prison, all possible information as to the man's background in his home, his educational and religious experience, his ability and his conscientiousness in work before commitment; all these factors are important in guiding and supervising the man as he passes through the various activities of prison life.

The diagnosis and classification if the individual determines what may be done with him. The assignment is the result of the diagnosis and classification. The man assigned to the place where he shall live, the treatment he shall receive if necessary, and the training, work and study he is to undertake is but ready to start on his objective.

If, after the man is placed, efforts stop to see that he succeeds, or, if failing, to supply a new objective, the work of the Classification Committee has not been successful. Housing, treatment, discipline, education, work, religious instruction, do not stand each by itself. These functions, coordinated and directed as a whole, accomplish the desired result if result can be obtained. Scientific, educa-

tional and social welfare authorities (in many cases) do not yet know of any method which will aid certain types of prisoners. With the increase of knowledge and experience, some advance may be made, but so far the only course open seems to be to hold this type of prisoner safely. The supervision is none the less important for these men. For reasons unknown, changes occur from time to time in a man who seems to be hopeless, which transfers him into one where there is a probability of success.

The hopeful cases. The greatest field for constructive work lies in the supervision and guidance of the individuals who have been assigned to activities which are suitable for them insofar as the experience and judgment of the Classification Committee can foresee. As experience and knowledge of those who are doing this work increases, it will be possible to secure increasingly better results.

To recapitulate the functions of "guidance or supervision," the following five functions are important:

1. Re-examination.
At six months and when indicated.
2. Review of reports from:
Disciplinarian
Educational Department
Industrial Department
Chaplain
Social Worker
3. A new objective.
When progress is being made or where lack of progress is indicated.
4. Promotion to grade of less security when indicated.
5. Added responsibility and lessening of security as time for release approaches.

4th Phase—Restoration

As the object of the prison is to restore a man to the community better fitted to cope with life than when he was admitted, it is most important that attention be given to his possibilities of readjustment in the community. Every effort should be made to build up his self-respect and a real conception of accomplishment through the work and success that he has attained in the institution.

It is possible to teach certain individuals loyalty to a shop, to a superintendent, or an instructor. If this can be done, a decided gain has been made in assisting the individual. If he can be made to realize that he has responsibilities for his acts and that consideration for others is part of the game of life, he has taken a step in the right

direction. If, before his parole or discharge, he can be given more and more responsibility and less and less strict security, he will be more nearly ready to assume the duties and responsibilities of life. A prison term should not offer an easy, aimless existence, but a hard row with a possibility of success at the end, if he has the elements of success in him. If a man shows signs of willingness to try to reconstruct his life, the prison authorities should make every effort to encourage him in those things which will help to fit him to lead a law-abiding life on release. Before his release every institution or agency, the church, the charitable organizations, the Salvation Army, the Volunteers of America, and other organizations, which may be of aid to him, should be contacted, with the hope that he will be given a hand when he is discharged from prison. Every effort should be made to see that the family of the man who is in prison, should be assisted, so that he will not leave prison to enter a family situation which is broken or in dire need. This Classification Committee can furnish to the Parole Department most valuable data, and, in turn, the Parole Department should keep the Classification Committee informed of the progress that the man is making on parole.

The purpose of the prison is to protect the community. If the administrative authority loses sight of the fact that about 90% of the prison population returns at some time to the free community, the main function of the prison is vitiated. If the prison is to turn out those who are unable to make a living and who are unable to control their desires to commit depredations against their fellows and the property of those about them, the system under which these prisoners have been confined is increasing crime instead of checking wrong-doing.

Therefore, the main purpose of classification, assignment, training and restoration is to correct correctable characteristics, to hold in custody those for whom no corrective means have been found, to guide in a way that will make for possible success on regaining freedom and assisting the prisoner to take advantage of the opportunities which the community offers for his rehabilitation.