

and prior incarcerations including the reformatory, the boys' school, and prisons in other states. From this preliminary material, Mr. Manley prepared summary sheets for the council's use. Each one of these sheets dealt with one type of crime or two or more related crimes, showing the number of persons sentenced from each county, the lowest sentence and the highest sentence in each county for each crime.

A summary of some of this material is presented below, showing the type of crime, the statutory sentence, number of inmates incarcerated for the crime, and the highest and lowest sentence for these inmates. This summary gives some indication of the lack of sentencing uniformity:

TABLE VIII

SENTENCE RANGES FOR SELECTED CRIMES,
INMATES CONFINED IN THE PENITENTIARY, 1956

<u>Crime</u>	<u>Statutory Sentence</u>	<u>Number of Inmates</u>	<u>Highest Sentence</u>	<u>Lowest Sentence</u>
Burglary and Burglary with Force	not less than 1 not more than 10	292	18-25 years ^a 15-30 years ^a 9-10 years	1 year - 13 months
Burglary without force and Larceny from Auto	not less than 1 not more than 10	46	9-10 years	1 year - 15 months
Larceny of Auto	not less than 1 not more than 10	37	7-10 years	1-2 years
Grand Larceny and Larceny by Bailee	not less than 1 not more than 10	161	18-25 years ^a 9-10 years	1-15 months
Embezzlement ^b and False Pretenses	not less than 1 not more than 10	22	6-10 years	1-3 years
Forgery and Fictitious Checks	not less than 1 not more than 15	176	12-14 years	1-2 years
Aggravated Robbery	two years to life ^c	190	30-life 50-60 years	9/11 mo.-10 yrs. 1-3 years
Robbery and Simple Robbery	not less than 1 not more than 14	93	13-14 years	1-2 years
Confidence Games	not less than 1 not more than 20	138	16-20 years	1-3 years

*Footnotes top of following page.

- a. These sentences probably set under the so-called "little habitual criminal act". An offender with two prior felony convictions shall be sentenced to a period of not less than the longest term provided by law nor more than three times the maximum (39-13-1).
- b. Embezzlement by carriers and warehousemen if over \$20 value; not less than 1 nor more than 2 years. Embezzlement of landlord's share of crops, value of more than \$100--not less than 1 nor more than 10 years, or fine of not more than \$2,000 or both. In both these categories, embezzlement below value limits constitutes a misdemeanor.
- c. If under the age of 21 years, person may be sentenced to Buena Vista or Canon City at discretion of court. If sentenced to penitentiary, however, term is not less than 1 year or more than 10 years.

After a cursory examination of the sentencing laws, it was decided that expert legal research assistance was needed for this phase of the correctional study. At its September 26, 1956 quarterly meeting, the Legislative Council authorized the director to contact the Colorado Bar Association and the District Attorneys' Association and request them to give earnest and prompt consideration to appointing committees to work with the council on this phase of the corrections study. At the time this report was written, both the Bar Association and the District Attorneys' Association had been contacted and a request made that a meeting be set for discussing this matter.

Other questions closely related to sentencing procedures include:

1. Whether the age limits for the commitment of juveniles to the training schools should be the same for both boys and girls? (Present limits are 10-16 for boys and 10-21 for girls.)
2. Should there be any change in the age limits for commitment to the reformatory?
3. Should pre-sentence investigations be mandatory in all delinquency and crime cases?

It is hoped that these and other problems concerning sentencing practices can be analyzed and recommendations made as a result of the council's joint effort with the Colorado Bar Association and District Attorneys' Association. A brief presentation of what other states are doing in regard to sentencing and commitment appears in another section of this report.

POPULATION PROJECTIONS FOR THE FOUR CORRECTIONAL INSTITUTIONS

Introduction

In their presentation of supporting data for their proposed ten-year building programs to the State Planning Commission, three of the four correctional institutions (except the girls' school) included projections of their expected inmate populations through the next 15 to 20 years. These predictions were made by different people and based on different criteria. The projections made by the State Planning Commission itself are used in this report, not because the institutions' estimates may not be valid, but in order to use a common method for the population projections at each of the four institutions. The projections made by the Planning Commission do not differ substantially from those made by the institutions.

Methodology

The planning commission statistician based his institutional population projection on the proportion of each institution's population to the population of the state as a whole. These proportions were developed from the ratios which have existed during the past few years. The ratio at the penitentiary was determined as one inmate per each 1,000 state population. At the reformatory, the ratio used was .25 inmates per 1,000 population; .13 inmates per 1,000 population at the boys' school; and .085 inmates per 1,000 population at the girls' school. These ratios were then applied to the planning commission's projections for total state population and also to the Garnsey-Pelz population projections.¹

The population projection made by the planning commission predicts the state population will reach 2,000,000 by 1965. This figure is 250,000 higher than the estimate made by Garnsey and Pelz. There are two basic reasons for this difference. The planning commission has computed net in-migration at a rate of one per cent a year of the previous year's population while the Garnsey study adds a flat 4,000 people per year for net in-migration. The planning commission also used a different method of computing instate population yearly increases.

Other methods were also used by the State Planning Commission in estimating future institutional populations. For the reformatory, the planning commission computed the inmate population by the ratio of commitments to the male 16-24 age group

¹ A Projection of the Population of Colorado, Morris E. Garnsey and R. E. Pelz, University of Colorado Studies, Series in Economics, No. 2, Boulder, 1955.

population. . The commission also computed the inmate population of the reformatory in proportion to projections for the state population in the male 16-24 age group. These same techniques were tried in regard to the age groups applicable to the two training schools. Population ratios between minority group inmates and total state population for these groups were also analyzed by the planning commission.

The results of these other projections all fell within the maximum and minimum limits in the population predictions for the institutions shown below and based on the ratios of institution populations to the state population. These ratio projections are used here because they are easier to understand, and because they point out, within broadly defined limits, the range of probable population growth in the four correctional institutions.

In using these projections, it should be remembered that they are based on the assumption that the present crime rate remains stable and that the proportion of offenders granted probation remains about the same. An increase in crime incidence and/or a decrease in the proportion of offenders granted probation could lead to even greater institutional populations. Conversely a decrease in crime incidence and/or a granting of probation to a greater proportion of offenders should result in fewer people committed to the institutions than the minimum projections. The forecasts for the reformatory and the boys' school are based on an average incarceration period of 8 months, which is the current practice. If the average sentence at these institutions were lengthened to 12 months (close to the national average and considered desirable from a rehabilitation point of view), the planning commission projections should be increased 50 per cent for these institutions to give a more accurate prediction of their population.

TABLE EX

Population Projection for

The State Penitentiary

(based on a confinement rate of 1 per 1,000 population)

<u>Year</u>	<u>Minimum</u>	<u>Maximum</u>
1957	1,535	1,635
' 58	1,560	1,685
' 59	1,585	1,735
' 60	1,615	1,785
' 61	1,640	1,835
' 62	1,665	1,885
' 63	1,690	1,935
' 64	1,715	1,985
' 65	1,739	2,035
' 66	1,760	2,085
' 67	1,785	2,135
' 68	1,810	2,185
' 69	1,840	2,235
' 70	1,877	2,285
' 71	1,910	2,335
' 72	1,940	2,385
' 73	1,970	2,435
' 74	2,000	2,485
' 75	2,035	2,535
' 76	2,065	2,585
' 77	2,095	2,635
' 78	2,135	2,685
' 79	2,170	2,735
' 80	2,202	2,785
' 81	2,275	2,835
' 82	2,310	2,885
' 83	2,400	2,935
' 84	2,430	2,985
' 85	2,465	3,035

TABLE X

Population Projection for

The State Reformatory

(based on a confinement rate of .25 per 1,000 population
and an average sentence of 8 months)

<u>Year</u>	<u>Minimum</u>	<u>Maximum</u>
1957	385	410
'58	390	420
'59	395	435
'60	400	445
'61	410	460
'62	415	470
'63	425	485
'64	430	495
'65	435	510
'66	440	520
'67	445	535
'68	450	545
'69	460	560
'70	470	570
'71	480	580
'72	485	595
'73	495	610
'74	500	620
'75	510	635
'76	515	645
'77	525	660
'78	535	670
'79	540	685
'80	550	700
'81	560	710
'82	570	720
'83	580	730
'84	590	745
'85	600	760

TABLE XI

Population Projection for

The Boys' School.

(based on a confinement rate of .13 per 1,000 population
and an average sentence of 8 months)

<u>Year</u>	<u>Minimum</u>	<u>Maximum</u>
1957	230	245
'58	234	253
'59	238	260
'60	242	268
'61	246	275
'62	250	283
'63	254	290
'64	257	298
'65	261	305
'66	264	313
'67	268	320
'68	272	328
'69	276	335
'70	282	343
'71	287	350
'72	291	358
'73	296	365
'74	300	372
'75	305	380
'76	310	388
'77	314	395
'78	320	402
'79	325	410
'80	330	418
'81	336	425
'82	341	433
'83	347	440
'84	353	448
'85	360	455

TABLE XII

Population Projection for

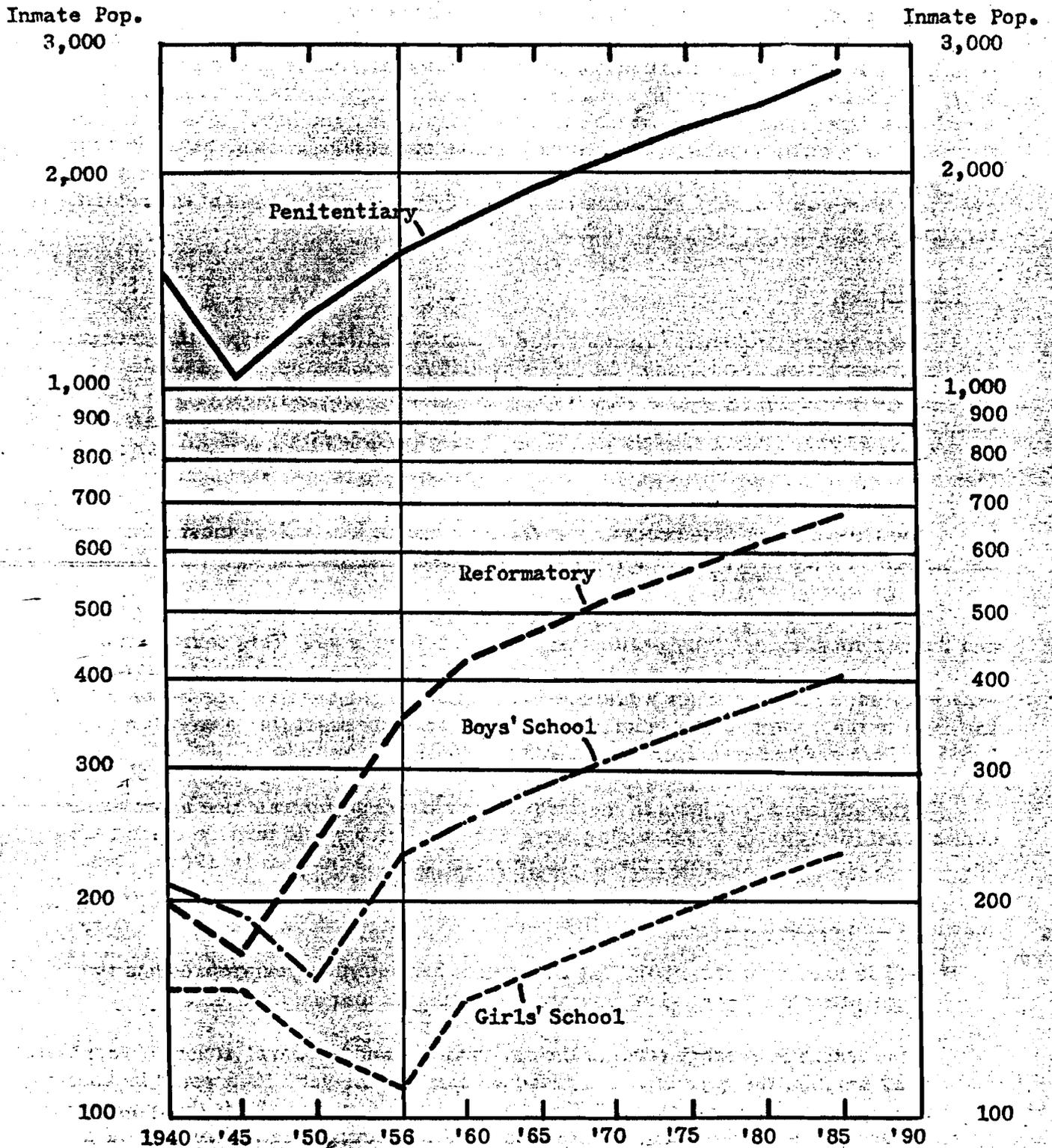
The Girls' School

(based on a confinement rate of .085 per 1,000 population)

<u>Year</u>	<u>Minimum</u>	<u>Maximum</u>
1957	130	138
'58	132	143
'59	135	147
'60	137	152
'61	139	156
'62	142	160
'63	144	164
'64	146	169
'65	148	173
'66	150	177
'67	152	181
'68	154	186
'69	156	190
'70	160	194
'71	162	198
'72	165	203
'73	167	207
'74	170	211
'75	173	215
'76	176	220
'77	178	224
'78	181	228
'79	184	232
'80	187	237
'81	190	241
'82	193	245
'83	196	249
'84	200	254
'85	204	258

Figure I

POPULATION PROJECTIONS FOR THE
FOUR CORRECTIONAL INSTITUTIONS THROUGH 1985¹



¹Based on the midpoint between the high and low projections of the Colorado Planning Commission and assuming continuance of eight month average sentences at the reformatory and boys' school.

Impact on Institutional Programs

The great increase in inmates in the four correctional institutions expected by 1965¹ raises several problems which should be considered and solved as soon as possible. If the high and low projections for the four institutions for 1965 are averaged, (see figure I.), the penitentiary may have 1,887 inmates, the reformatory 472, the boys' school 283, and the girls' school 160. These figures assume that the present length of sentence for inmates at both the reformatory and the boys' school remains approximately eight months as at present. These projections shown above for 1965 represent almost a 25 per cent increase for the penitentiary and the boys' school over July 1956 populations, and approximately a 33 per cent increase at the reformatory and 45 per cent at the girls' school.²

Facilities

The primary problems raised by this expected institutional population increase are the construction of additional facilities needed for confinement and training of these additional inmates and the provision of personnel to handle them. The state is confronted, therefore, not only with the problem of providing for present staff and facility needs, but of estimating future needs and making long range plans for meeting them.

The ten-year building programs at the four institutions will in most cases meet the increased need in facilities for housing inmates in 1965.

The pre-parole center at the penitentiary will have a capacity of from 60 to 120 and the new medium security penitentiary, about 500 inmates. This construction would enable the penitentiary to house a population slightly in excess of 2,000 inmates. However, additional facilities would need to be planned for construction between 1965 and 1975 to meet the needs predicted by the population forecast (between 2,035 and 2,535 in 1975 and between 2,465 and 3,035 in 1985).

If the additional projects in the reformatory building program are approved and constructed (these include rebuilding one cell block which would provide more cells, and remodeling the dormitory) there will be space for 623 inmates by 1965. These

¹ 1965 is used as a focal point for discussion because that year represents the of the present ten-year building programs for the four institutions.

² If the length of average term at the reformatory and the boys' school is increased to 12 months, the populations at these schools for the year 1965 would be approximately 50 per cent greater or 708 at the reformatory and 422 at the boys' school. These forecasts represent an increase of 97 per cent at the reformatory and 84 per cent at the boys' school over June 1956 populations.

facilities would be more than adequate for the approximate 472 inmates forecast for 1965; but if the length of average stay at the reformatory is increased to 12 months, these facilities would fall short of the expected population increase by approximately 80 units.

If the balance of the ten-year building program for the boys' school is approved and constructed by 1965, it is estimated that there will be adequate facilities for 340 to 350 boys. Again if the present eight month term is maintained, this new construction will take care of the expected population and provide some room for further increases. However, if the average term is also extended at the boys' school to twelve months, proposed construction during the next ten years may fall short of meeting population needs by approximately three cottages or 72 beds.

Of the three buildings with inmate living facilities, included in the ten-year building program for the girls' school, only one will represent additional space, as two are replacements for existing cottages which will be torn down. The guidance center will have quarters for 24 girls. With the completion of the remodeling job on another cottage now underway, there will be room for another 25 girls, making a total of 49 additional beds. The population of the girls' school is estimated at approximately 160 in 1965 which will be about the maximum capacity of the institution at that time unless the ten-year program is revised. This projection assumes that the girls' school will not be required to take girls 18 to 21 as is now provided for by law and that the school may continue to return girls to the court if they are incorrigible or do not fit in with the institution's program. If the girls' school assumes responsibility for the female offenders in the 18 to 21 age bracket and are required by law to accept all girls committed to the institution, the population would increase appreciably as a result.

Personnel

Present inmate staff ratios, as were indicated in Section III of this report, are 6 to 1 at the penitentiary, 5 to 1 at the reformatory, 3.4 to 1 at the boys' school and 3 to 1 at the girls' school.¹ If the present ratios are maintained, the average population projections for 1965 indicate that the penitentiary would need 315 employees compared with 250 at present. At the reformatory, 94 as compared with 70 at present if present, eight-month average terms are continued and 140 if the average term is increased to 12 months. At the boys' school, 83 as compared with 70 at present if the average term remains at eight months and 124 if the average term is increased to 12 months. At the girls' school, 53 employees as compared with 37 at present.

Even from such a cursory analysis, it can be estimated that the four state institutions will need a total of from 115 to 175 additional employees by 1965. This estimate assumes no addition of personnel other than that made necessary by the

¹ For inmate-staff ratios at similar institutions in other states see section VII.

institutional population increase. To these staff increases should be added whatever professional personnel is needed as a result of expanded institutional programs aside from the population increase, plus whatever clerical and administrative personnel is needed as a result of the growth of the institutions in size.

A thorough analysis of the administrative structure of the four institutions would be needed, as well as the establishment of adequate inmate-staff ratios in the various phases of the institutional programs, in order to make a more than superficial forecast of the number of personnel necessary in 1965. However, the above presents, albeit superficially, the scope of the personnel problem which will be caused by expected institutional population increases. According to the American Correctional Association, the maximum capacity of a penitentiary should be 1,200 inmates.¹ The ideal maximum size of a juvenile training school should be 150 inmates.² Colorado's penitentiary and juvenile training school populations have already passed these desired maximums even without considering future population trends.

Classification and Segregation

It is somewhat impractical to suggest that the state build new institutions and abandon some of the existing facilities. The ten-year building programs are based on the expansion of present institutions and not on the construction of new ones.³

With the expected growth of institutional size well beyond the ideal maximum limits, careful segregation of inmates offers one means of combining the benefits of a small institution within the confines of a large one. Segregation is already practiced at the four institutions, as explained in Section III, with the classification according to degree of security risk at the penitentiary and, to a lesser extent, at the reformatory, and in cottage placement at the juvenile institutions.

The new medium security facility to be constructed at the penitentiary will enable that institution to separate better its maximum and medium security risks and to have different programs and procedures for each group. One means of effecting separation of inmates at the reformatory might be the creation of additional mobile road camps or one or two stationary honor camps similar in program to the old C.C.C. camps. Such a camp might be desirable for the confinement and reformation of the increased number of minimum security risks which will result from the total inmate population growth. A stationary camp would be able to handle a large number of boys at less expense than a series of \$38,000 mobile camp units.

Superintendent Soelberg of the boys' school, in anticipating the growth at his institution, suggested stationary honor camps also be set up in connection with the boys' school. It is his feeling that the school might find it desirable to purchase and remodel a large home in Denver to house 30 or 40 boys from Denver

¹ A Manual of Correctional Standards, The American Correctional Association. New York, 1954. p. 181.

² According to Donald G. Blackburn, Institutions Consultant, Technical Aid Branch, Division of Juvenile Delinquency Service, U.S. Children's Bureau.

³ With the possible exception of an institution for female offenders of reformatory age.

area, who are not custodial problems, but who are sent to his institution primarily as a result of poor home conditions. Living at this home, these boys could go to school or work and be able to remain at large in society without being returned to home conditions which helped cause their commitment.

Segregation of inmates as is suggested here would help provide separate facilities and programs within the existing institutional framework. However, it could not be effective without the addition of the personnel necessary to carry it out. Such personnel would include the case workers and psychologists necessary to handle screening, diagnosis, and assignment; custodial officers for the new camps and other facilities; and the professional, administrative, and clerical workers needed to staff the camps and other new facilities. These personnel additions would shift downward the inmate-staff ratios at all the institutions. Professional advice and counsel should be sought in comparing the benefits, in terms of successfully returning inmates to society and in eliminating possible sources of institutional friction to the costs this ambitious undertaking would entail. Such a comparison is beyond the scope of this study.

Whatever is done regarding the segregation of inmates and the creation of separate programs within each institution, consideration should be given to the relationship between institutions and the coordination of the over-all correctional program. The anticipated increase in the number of inmates and the construction of new facilities at each institutions makes such consideration necessary. This topic has been covered in greater detail in the first section of this report, but a few comments seem appropriate here.

With the construction of the medium security unit at the penitentiary, Colorado will, in a sense, have three facilities for male felons--the two penitentiary units and the reformatory. Would it be practical under these circumstances to have one assignment and classification center for the three units? Such a classification center would be useful only if the statutes were changed so that age no longer would be considered a criterion of reformability. Then the relationships between the three units in terms of purposes and types of inmates assigned would have to be carefully spelled out either by statute or administrative directive. Under this arrangement, the laws should also be changed to facilitate ease of transferring inmates from one unit to another.

If it is considered desirable to continue to use age as a criterion of reformability and to sentence young men to the reformatory and older felons to the penitentiary, there would be little need for a central classification and assignment unit. The question then may be raised as to whether 16-25 is a good age group to mix together in one institution. The American Correctional Association says that there is too wide a range in needs and problems of young men in this group to make it desirable to house them together and attempt to reform them under one program.¹ One possible age grouping for the reformatory might be 18-25, with boys under 18 being committed to the boys' school. This would require a revision in the statutes to increase the maximum age of commitment at the boys' school from 15 to 17. Even if this change were made, there should be some provisions made for transfer of inmates between the reformatory and the boys' school.

¹ A Manual of Correctional Standards, The American Correctional Association. New York: 1954. p. 170.

The problems touched on briefly above indicate the need for one correctional program instead of four in Colorado with facilities and programs developed in relation to the other institutions and the overall program instead of independently by each institution. With the expected growth in the size of the correctional institutions and building program needs resulting from this growth, attention should be given to whether one central agency should be charged with the responsibility of the whole correctional program. Various aspects of central agency operation in other states will be presented in Section VII of this study and the pros and cons of a central agency for Colorado have been discussed in the opening section.

Increased Costs

Per capita costs at the four correctional institutions range from \$1,206 at the reformatory to \$1,960 at the girls' training school.¹ Even if per capita costs were to remain the same, the state would be spending approximately \$834,000 more in 1965 to keep inmates at the four institutions. This amount represents an increase of 22 per cent over the total 1956-57 appropriations for the four institutions and is in addition to the building program costs.

This figure--\$835,000--probably represents a very conservative estimate of additional appropriation needs for the four institutions by 1965. Factors which could revise this amount upward include: a continued rise in the cost of living, the increased institutional program and personnel needs, the change in average length of confinement at the reformatory and boys' school from eight to 12 months, and an increased salary scale plus complete conversion to the 40 hour week. A combination of all these factors might even double the \$835,000 figure shown above.

At any rate, it may be assumed that it is going to cost the state at least \$800,000 to \$1,500,000 more than it is spending now to take care of its correctional institution populations in 1965.

With this great increase in funds involved as well as the continued costs of the building program, two other aspects of the correctional problem should be considered.

First, what can be done to decrease the number of offenders committed to the institutions?

Second, what can be done for inmates at the reformatory and the boys' school to cut down the number of them who eventually wind up in the penitentiary?

(These questions will be considered in reverse order, taking the second one first and then returning to the first one.)

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1. The Department of Institutions computed the following per capita costs for the 1955-56 fiscal year exclusive of new construction: penitentiary, \$1,391; reformatory, \$1,206; boys' school, \$1,386; and girls' school, \$1,960.

As of August 10, 1956, 521 inmates at the penitentiary had served at least one sentence in the reformatory and 273 had at least one commitment to the boys' school. Of the 521 inmates who served at least one sentence in the reformatory, 194 also spent some time at the boys' school. This data is shown in the table below.

TABLE XIII

Number of Penitentiary Inmates Formerly Confined
At the Reformatory or the Boys' School

No. of inmates in Penitentiary ¹	Number Formerly in Reformatory				Number Formerly in Boys' School					
	Total	two terms	three terms	four terms	five terms	Total	two terms	three terms	four terms	five terms
1,527	521	113	26	7	2	273	55	30	8	2

¹ As of August 10, 1956

Thirty-four per cent of the penitentiary population as of August 10, 1956, served time in the reformatory and 18 per cent served time at the boys' school with 13 per cent putting in time at both institutions. Altogether 600 inmates or roughly 40 per cent of the penitentiary's population have served time at either the reformatory or the boys' school.

If this proportion holds fairly constant, when the penitentiary's population reaches close to 1,900 in 1965, it can be expected that 760 of that 1,900 will have spent time in one or the other or both of the two other male institutions. Improvement in the program and facilities of the reformatory and boys' school might reduce this number that graduates, so to speak, from one correctional institution to another. In the long run the state would save money and a greater proportion of youths could make successful societal adjustments. It is beyond the scope of this study, except in a general way, to point out program needs in this respect. But it is highly recommended that such an analysis be made to develop programs to achieve more success with youthful offenders and deter their admission to the penitentiary if at all possible.

Besides the institutions themselves, there are two other programs which can help deter the flow of state charges from one correctional institution to another. Adequate and judicious supervision of carefully selected probations and parolees can be a strong force in helping offenders to make a successful adjustment to society. And an expanded probation system might very well be the answer to the first question raised above, how can we decrease the number of offenders committed to our institutions?

Probation Services

Even if the present ratio of probationers to offenders confined in the four institutions remains the same there will still be a great increase in the number of probationers as both the state population and the number of offenses increase. According to the probation report of the District Judges' Association, there are at least 1,594 adult offenders presently on probation in Colorado.¹ This figure represents 84 per cent of the number of adult offenders presently confined in the penitentiary, the reformatory, and the Denver County Jail. At that rate there will be slightly in excess of 2,000 adult probationers in the state in 1965 even if probation is granted to only 52.4 per cent of the applicants, which is the present average.

The five judicial districts with at least one full time probation officer handle roughly 75 per cent of all adult probationers in the state with District II (Denver) handling approximately 50 per cent. The other 11 districts with part-time officers handle the remainder. Just the normal increase in the number of probationers during the next 10 years will require the five districts with full-time officers to increase their staffs to keep their case load near the desired maximum of 60 to 75. The other 11 districts will be confronted with the problem of handling an increased number of probationers with part-time and often not well-trained officers. It may be necessary in these districts not only to increase their staffs, but also to replace part-time officers with full-time well trained ones in sufficient quantity to do an adequate job of supervision.

Expansion of probation services offers a way to decrease the number of offenders committed to the correctional institution. The cost of supervising an offender on probation is approximately one-tenth of the cost of confining him in an institution. Other savings result as well. A man on probation continues to support his family so that they do not become wards of the state; he may also make restitution for his crime and pay a portion of the costs of his supervision. A first offender who completes a successful probationary period is much less likely to continue his criminal acts than a first offender who is confined in an institution.

Eighty-five per cent of those on probation at the present time in Colorado are completing their probation period successfully, according to the District Judges' Association report. To improve or continue this proportion in the wake of an increased number of probationers and at the same time extend probation to a greater per cent of first offenders, the state's adult probation setup should be overhauled. The district judges, themselves, are cognizant of this problem and many of them advocate eliminating all part-time officers and replacing them with full-time qualified personnel with a central probation office in each district. Some of the judges and the probation officers feel there should be minimum state standards set for probation officers with state financial aid to the program, but with the control

1. Total number of probationers in Judicial District XVI not included.

remaining in the hands of the judges in each district. Another possibility, not popular with either judges or probation officers, would be a centralized agency, perhaps combined with the adult parole department.

Whatever steps are taken, planning should be made to handle adequately the increased probation case load as well as the increase in institution inmates. To do less is to fail to develop one of the best means of holding down institutional populations and helping offenders to become useful citizens.

So far only the adult probation program has been mentioned in connection with anticipated correctional institutional population increases. An increase in juvenile probation cases should also be anticipated as well as plans made for expanding the operation of juvenile probation. Approximately 53.5 per cent of all juveniles appearing before county and juvenile courts in 1954 were granted probation.¹ The same report showed that 1,597 juveniles were on probation in 37 of the state's 63 counties. From this data, it is estimated that at least 2,000 juveniles will be on probation in 1965 in these 37 counties alone. Except for the metropolitan areas, probation services and supervision for juveniles is not adequate for future needs unless careful planning is done.

Should there be state aid for juvenile probation? Should separate juvenile courts be set up in central locations around the state? Should juvenile probation be centralized in a state agency?

These are some of the questions which must be carefully considered in planning juvenile probation services to meet the expected increase.

Parole Services

During the past three years, the relationship between the total adult parole department case load and the combined population of the reformatory and penitentiary has increased from 85 per cent of the population of the two institutions to a direct one to one ratio; that is one person on parole for every inmate of the two institutions. If this one to one ratio remains fairly constant, there will be at least 2,400 persons under supervision by the adult parole department in 1965.

This is a conservative estimate, because it does not take into account any increase percentage-wise in the number of out-of-state parolees whom the department supervises as a member of the interstate compact. These parolees have constituted about 12 per cent of the total department case load during the past few years. This proportion is almost certain to increase because the department also supervises out-of-state probationers under the same compact. A number of states are now making more extensive use of the interstate compact for supervision of probationers

1. According to the 37 county and juvenile judges answering a questionnaire for the Legislative Sub-committee on Children's Laws.

who leave their home state. There is no way to estimate what effect this increased emphasis will have on the parole department case load.

Even assuming a 2,400 case load in 1965 (and this is a conservative estimate), the parole department will need several additional parole officers plus additional clerical help to handle this increase.

The present parole department case load is averaging 150 per officer. Colorado ranks very high among the 48 states in parole officer case load. Wayne K. Patterson, director of the parole department, has recommended that his staff be increased so that case load per officer can be cut to 60. This is the recommended case load per officer for adequate supervision. With a case load of 60, the adult parole department would need a staff of 40 parole officers by 1965 in addition to the administrative and clerical staff. (The present staff includes 12 parole officers and would have to be increased to 30 to make the 60 case load possible.)

Each year, for the past five years, the number of inmates released on parole has represented about 42 per cent of the average penitentiary population. For the reformatory this ratio is about 110 per cent.¹ With a continuance of this ratio and also of the average eight-month sentence at the reformatory, it can be expected that 1,325 inmates will be released on parole from the two institutions in 1965 as compared with 1,083 in 1955.

If the parole department has a staff large enough to handle the increased case load while still maintaining adequate supervision over parolees, it is possible that the rate of parole violation can be kept down to the present level--28 per cent--or even further reduced. Unless there is more extensive use of adult probation where possible to reduce institutional commitments, the responsibility for successfully returning offenders to society will fall more and more on the parole department as the number of offenders increase in relation to state population growth.

This is also true of the juvenile parole program which at the present is the responsibility of the two juvenile training schools. At the present time there are approximately 90 girls on parole from the girls' school or about 9 for every 10 girls confined in the institution. By 1965, there will be approximately 140 girls on parole if this ratio remains the same and the present 15 months incarceration period is maintained. There were 340 boys on parole from the boys' school as of July 1965 or about 1 1/2 boys for every one in the institution. At this rate by 1965, the number of boys on parole at the boys' school will be around 425 if the present eight month commitment period is continued.

The girls' school has one parole officer to handle all 90 girls and she covers the whole state. The boys' school has 1 1/2 parole officers to supervise the 340

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1. With an average incarceration of 8 months, more inmates are released on parole at the reformatory each year than the average population for that year.

boys. At present, arrangements for supervising juveniles on parole outside the Denver metropolitan area are makeshift and leave much to be desired at both institutions. By 1965, there will be a need for at least three juvenile parole officers for the girls and seven for the boys, if there is to be any adequate supervision. Such supervision is extremely important at the juvenile level, because successful completion of parole at this point is insurance against further criminal acts and will help to keep down the penitentiary and reformatory population.

Summary

Expected population increases at the four correctional institutions have wider significance than merely for the programs and facility needs at the institutions alone. Accompanying increases and resultant problems will also beset the state's probation and parole programs.

By 1965, there will be at least 2,800 inmates in the four institutions as compared with 2,200 at the present time. It will cost the state an additional \$835,000 to \$1,500,000 to operate the institutions just to maintain the present programs without any of the recommended additions. The four institutions will need a total of from 115 to 175 additional employees to handle the population increase at present staff ratios. (This does not take into consideration either the 40 hour week or expanded institutional programs and thus is a very conservative estimate.) When these costs are added to the costs of constructing new facilities, the need for overall integrated planning becomes imperative. Such planning would aim at maximum utilization of personnel and facilities and avoidance of duplication and waste. Future needs at each institution would be weighed against the program as a whole and the resources available.

VII

CORRECTIONAL PROGRAMS IN OTHER STATES

Introduction

The correctional programs in 19 states were considered, in compliance with the portion of HJR 12 (1956) directing the Council to "evaluate the procedures in other states where recognized progress has been achieved in the field of management and sentencing to correctional institutions." Data has been assembled from these states, some of which was obtained by direct inquiry and the remainder from the Council library files.

These 19 states all have some type of central correctional division or agency and range in population size from Vermont to California. All sections of the country are represented by this group of 19 states, although the programs of two southern states, Florida and North Carolina, have not been included here because of limited application to Colorado.

The data received from these states indicate that there is a national trend toward centralized correctional agencies. These agencies may be set up as independent entities or as divisions of an existing state agency, such as a department of institutions or social welfare. There is a difference of opinion among the states as to whether or not adult and juvenile programs and institutions should be combined in one agency. Approximately 40 per cent of the states surveyed combine these institutions and programs under one central department; the remaining 60 per cent have separate agencies for juvenile institutions.

The primary emphasis is on rehabilitation and treatment in the correctional programs of these states. With this emphasis in mind, most aspects of the correctional program are supervised and coordinated by these central state agencies. Some of the functions either supervised or assisted in by central agencies include: Institutional assignment and classification; education and vocational training; mental health and counseling; farms and industries; and personnel recruitment and in-service training.

These central agencies usually have well-qualified, professional personnel on their staff to direct these programs or to assist the institutions in their development. Professional personnel have also been added to institutional staffs to carry out the programs at that level.

Most of these state agencies, whether independent or part of another state department, have the assistance of boards. Some of these boards are only advisory, and some have policy-making functions. In most instances, even when there is a policy-making board, the director of the agency has the administrative responsibility and authority for the functioning of the central department and the institutions thereunder.

Many of these state organizations and programs are of relatively recent origin. In some states, such as Pennsylvania and Missouri, the changes took place as a result of prison riots, general unrest, and dissatisfaction and low morale on the part of both inmates and personnel. (This was also true in Massachusetts, for which new program information has not as yet been received.) In these states, changes were made rapidly to avoid continuance of an intolerable situation and to decrease threats to public safety.

In some of the states which developed their program without the added impetus of riots and disturbances, it took considerable time before the new program and organization could win general support and acceptance by both the public and the state legislatures. In Ohio, the Division of Corrections was established in 1941, but it took eight years before it was activated, and it was three more years, or 1952, before the staff and budget became large enough to make anything but a limited program feasible. It took five years for the present program and organizational structure to be approved by the legislature.

Many of the states still lack both the facilities and the personnel to carry out their ambitious programs. In this respect, their centralized correctional agencies have not as yet solved some of the problems which led to their establishment. But even these states have the advantage of an integrated program with common goals. Needed facilities and personnel are being added as funds become available. It follows that central correctional agencies are not, in themselves, a ready-made answer to correctional program needs. However, if the necessary staff and facilities can be provided, a central agency may do a better job of directing a coordinated program than can individual institutions.

Many of the states are unable to measure the results of their programs. In some cases, this is because the programs are so new that there is as yet not enough experience for such measurement. Others report that there are so many factors, other than institutional programs, to take into consideration that it is difficult to measure effectiveness by the rate of recidivism. In general, these states recognize that at least 95 per cent of the inmates in their correctional institutions will be returned to society sooner or later. Their programs are geared to rehabilitating these inmates in line with present-day accepted penal standards. They are interested in avoiding riots and disturbances which threaten public safety and in returning inmates to society who have at least some possibility of remaining there as law-abiding citizens.

These are common goals for all the states, including Colorado, and there is concern here for the correctional program or programs, as evidenced by HJR 12. Certain aspects of the programs in other states do not have much application for Colorado. Certain of the organizational structures also would be out of place here. Many of the practices in the states surveyed do not represent any improvement over what Colorado is doing at present, and others are too costly to be practical here at the present time. From their reports and answers to questionnaires, it is difficult to evaluate fully what these states are doing. However, there are many aspects of these programs that appear to be sound and would be of interest to Colorado in considering what to do in the state correctional field, and these are summarized below.

Independent Adult Correctional Agency: California, Indiana, Maryland, Michigan, Missouri, Utah.

Division of Another Agency: (Department of Welfare) Minnesota, Rhode Island, Wisconsin; (Department of Institutions) New Jersey, Washington; (Department of Justice) Pennsylvania; (Department of Mental Hygiene and Corrections) Ohio; (Department of Public Safety) Illinois.

Directly under Institutions' Department or Control Board, without Separate Division for Corrections: Iowa, Oregon, Vermont.

Seven of the above states have combined central supervision over both adult and juvenile institutions. Of the other ten, five have an independent agency for juveniles, and five are divisions of other departments; three in departments of welfare, one under the Department of Institutions, and one in the Department of Mental Hygiene and Corrections.

Adult and Juvenile Institutions Combined: (independent agency) Indiana; (division of another department) New Jersey, Rhode Island, Wisconsin; (directly under Department of Institutions) Iowa, Oregon, Vermont.

Separate Independent Agency for Juvenile Institutions: California, Illinois, Minnesota, Missouri, Pennsylvania.

Separate Juvenile Agency in Other Departments: (Department of Welfare) Maryland, Michigan, Utah; (Department of Institutions) Washington; (Department of Mental Hygiene and Corrections) Ohio.

Police-making and Advisory Boards: Thirteen of these states have either a policy-making or an advisory board in connection with their adult correctional agency. Five of these boards have some policy-making functions and four are advisory. Of those six states with independent adult correctional agencies, five have boards, with four of these boards having at least some policy-making functions. Five of the eight correctional agencies which are part of other departments have boards. Two of these boards have policy-making functions and three have only advisory capacity. The two that make policy do not do so for the correctional institutions alone. One board has policy-making functions for all state institutions and the other for all welfare department operations. The three states where the correctional program is operated directly by the central agency responsible for all institutions also have policy-making boards.

Boards with Administrative or Policy-making Functions for Adult Correctional Programs: (Independent correctional agency) Indiana, Maryland, Michigan, Utah; (Division of another agency) New Jersey, Wisconsin; (Directly under Department of Institutions) Iowa, Oregon, Vermont.

Advisory Boards for Adult Correctional Programs: Independent correctional agency) California; (Division of another agency) Minnesota, Pennsylvania, Rhode Island.

In six states, the same board also has policy-making responsibilities for the juvenile institutions. In one state, the same advisory board also assists juvenile institutions.

Five of the ten states with separate central agencies for juvenile institutions have boards, three do not, and information is unavailable on two. All of these boards have policy-making functions, four of them are attached to independent juvenile agencies, and one is a policy-making board for the agency of which the juvenile division is a part.

Same Board for Juvenile Institutions and Programs: (Policy-making boards) Indiana, Iowa, New Jersey, Oregon, Vermont, Wisconsin; (Advisory boards) Rhode Island.

Policy-making Boards for Separate Central Juvenile Agencies: (Independent agencies) California, Illinois, Minnesota, Missouri; (Division of another agency) Michigan.

This summary indicates the great variety in correctional organizational patterns in other states. A few of those patterns have some significance for Colorado. The organization for adult corrections will be considered first, and those states with separate juvenile agencies will be discussed later in this report.

In general, four types of organizational structure may have some application for Colorado.

1. Correctional divisions within a state department of public institutions.
2. Independent correctional agencies in the survey states the populations of which are closest to Colorado's.
3. Correctional divisions of other departments where the divisional organization structure has features not dependent upon the nature of the parent agency.
4. Departments of institutions which administer correctional programs along with programs of other institutions.

Within the Department of Institutions

New Jersey, because of its population and large number of correctional institutions and inmates, naturally has an elaborate organization for administering its correctional program. However, there are some features of interest to Colorado. In New Jersey, central responsibility for the supervision of correctional institutions resides in the Division of Corrections. This division also controls the educational and vocational training programs in the several correctional institutions, as well as the assignment, classification, and transfer of inmates. There is central responsibility for farms and industries, nutrition and food service, and financial management, but this responsibility lies within the Department of Institutions and Agencies.

This department, of which the Correctional Division is a part, also has separate divisions to handle all institutional farms and industries, financial management for all institutions, and food service for all institutions. Diagnostic services are available to the Correctional Division through the Diagnostic Center maintained by the department through its Division of Mental Health and Hospitals.

In the state of Washington, the Division of Adult Correction is one of four divisions within the Department of Institutions. The Division has a supervisor and three assistant supervisors who are responsible for classification and treatment, security and maintenance, and state-use industries in the prison, reformatory, and work camps. This Division is responsible to the Director of Institutions for all phases of the correctional program. Unlike New Jersey, responsibility for all parts of the program resides with the division rather than partly with the Department of Institutions. However, the division does use the Personnel Division of the department for staff recruitment, subject to civil service regulations.

Independent Agencies

California and Michigan have been excluded from discussion here because of their size. (Features of their programs, where applicable, will be mentioned below.) Utah has been excluded because it has only one correctional institution and, with the exception of the seven-member board of corrections, its departmental organization is localized in the state penitentiary.

Missouri. The central Department of Corrections was the result of recommendations made by an investigating committee following a series of riots in the state penitentiary in 1953. Missouri has a Director of Corrections directly responsible to the governor without either a policy-making or an advisory board. The director has full authority over the correctional program and not only appoints his assistants, such as the directors of prison industries, prison farms, and inmate education, but wardens and superintendents of the institutions as well.

Maryland. The Department of Corrections has a policy-making board of correction, consisting of a chairman appointed by the governor for four years, and six associate members appointed for six years. The Superintendent of Prisons is appointed by the board and is the chief administrative officer of the department. The department has full responsibility and jurisdiction over the adult correctional institutions and all their operations. The central staff consists of an Industrial Supervisor in charge of farms and industries, a Chief Accountant in charge of financial management, and a Director of Classification and Education.

Indiana. The independent correctional agency has a full-time three-man board which has both policy-making and administrative functions and responsibilities for the four adult, the two juvenile institutions and the entire correctional program. The board appoints all top level personnel, including a Director of Industries and Farms and a Director of Classification and Treatment. The board is appointed by the governor, and no more than two of the members may be of the same political party. The term of appointment is four years.

Correctional Divisions Within Other Agencies

The central correctional agencies in Minnesota, Rhode Island, and Wisconsin are part of state departments of welfare. The organization of the correctional agencies in these states is such that they could be set up independently or as part of some other agency. In general, these three states have a Director of Corrections who is responsible to the Director of the Welfare Department.

Wisconsin. The Corrections Division is responsible for the state prison, home for women, the reformatory, and the two training schools. This division, with its well qualified professional staff, is responsible for the full range of the correctional program and also makes inspections and sets standards for local jails.

Rhode Island. The correctional agency is responsible for the state's six correctional institutions, including the two juvenile schools. However, this division makes use of other welfare department services with respect to institutional farms, mental hygiene, and accounting and financial control, much in the same way as the correctional division of the New Jersey Department of Institutions and Agencies does. Minnesota's program, although somewhat similarly organized, is not as ambitious as Rhode Island's and Wisconsin's, due to staff limitations.

Directly Under the Department of Institutions

This type of administrative set-up for correctional institutions and programs, although used by several states, does not have too much to offer to Colorado. (It is similar to what Colorado has now, at least on paper.) This arrangement is practical in a small state, like Vermont, with few institutions, so that a separate division is not needed. In larger states, it results in a limitation of central direction to the program because of the integration of all public institutions under the same central agency, without a functional breakdown according to type of institution and program.

Adult Institutional Programs

Various aspects of the correctional programs in other states are presented below. Some trends among the states are shown, and parts of the program in some states are pointed out where these programs appear good and may have some application in Colorado.

Personnel and In-service Training. Approximately half the correctional agencies report that they recruit their own personnel, usually subject to civil service rules and regulations. This is done primarily in the larger states, which have agencies big enough to warrant a regular personnel section.

Almost all of the states have in-service training programs for both new and experienced employees. These programs are usually supervised and coordinated by the central agency with full-time training officers on the institutional staffs.

Pennsylvania conducts training conferences for top level and middle level personnel in addition to new and experienced custodial personnel and operates a continuous training program. Other states with well organized training programs include California, Maryland, Minnesota, and Rhode Island.

Education. Most of the states have academic programs in all of their adult institutions, with courses leading to elementary and high school diplomas. In the states with the best academic programs, the central agency exercises supervision and provides guidance to the institutions.

California's educational program is developed with the assistance of the State Department of Education, local school systems, and junior colleges. Indiana, Minnesota, Missouri, and Wisconsin are among the states with central supervision of the educational program. Oregon and Washington have courses through high school, but under the direction of each institution rather than the central agency.

Vocational Training. Most of the states also have centralized control over vocational training, with the prime emphasis on this training at the reformatory level. Some of these states tie in their vocational training with maintenance, industrial and farm operations, as is done to a large extent in Colorado.

Among the states with good classroom vocational training programs are California, Minnesota, and Wisconsin. California has an institution which specializes in a vocational training program for reformable males and also has an extensive program at the reformatory. Vocational subjects taught include: construction trades, auto and machinery repair, machine operation, printing and binding, drafting, electrical work, radio, and cooking and baking, among others.

Wisconsin has built a new vocational school at its reformatory, staffed with eight teachers. Courses include: machine shop, foundry, welding, sheet metal, and carpentry. Minnesota has apprentice training programs at both the reformatory and the penitentiary. The inmates receive union credit for this training when they are returned to society.

Mental Hygiene. This is an aspect of the correctional programs which is receiving increased emphasis in almost all states surveyed. Most of the states have either central supervision or guidance for their mental hygiene, diagnostic, and counseling services. The general pattern is to have clinical psychologists and psychiatric social workers on the staff of each institution, with psychiatric services provided at the central agency level.

A few states--notably California, Maryland, and Pennsylvania--have special institutions for confinement of emotionally disturbed inmates and for their extensive testing and treatment. California, New Jersey, and Pennsylvania have central diagnostic centers where inmates may be sent for testing, evaluation, and recommendations.

Among the smaller states, Utah has a part-time psychiatrist, a part-time clinical psychologist, and a full-time social worker on the staff of the penitentiary; Rhode Island has full-time clinical teams at its institutions, under the direction of the Mental Hygiene Division of the Department of Social Welfare of which the Corrections Division is also a part; and Vermont has a part-time psychiatric clinical program at its prison.

Food Service and Nutrition. In at least 11 states, food preparation and menu planning are under the supervision of the central agency. These central agencies have dieticians on their staffs who supervise and advise the institutions on this phase of their program. California also has a special in-service training program for all culinary employees.

Industries and Farms. Twelve of the 13 states, for which information on this phase of the correctional program is available, have a centrally coordinated farm and industry program. In the thirteenth state--Utah--control of farms and industries remains at the penitentiary level, because the state has only one correctional institution. In some states, such as New Jersey and Oregon, centralized control is at the Department of Institutions level and covers all institutional farms and industries, not just those at the correctional institutions.

These states all have state use laws which spell out the administrative controls over this program and the use of the products from them by other institutions. At least two of the states--Maryland and Indiana--issue catalogs showing the products made in the prison industry program. These catalogs are made available to all state institutions, agencies, and political subdivisions.

Two of the states--California and Missouri--report that they have industrial advisory boards composed of representatives of organized labor and industry. California also has a public member and a representative of agriculture on its advisory industries board.

Some states have extensive programs with many diversified industries. Following is a partial list of industries in some of the states:

California: Kindergarten and grade school equipment; foundry castings; furniture; tool and die making.

Indiana: Rug shop; furniture; shoes; paints and varnishes; soap products; cannery; tobacco; cinder blocks.

Minnesota: Rope and twine; farm machinery.

New Jersey: Coffee roasting; foundry; paints; furniture; feed mill; upholstery; printing.

Rhode Island: Brushes and brooms; upholstery; flags; paint; police night sticks; mattresses and pillows.

Vermont: Lumber; cannery; furniture; guard rail posts; brushes.

Wisconsin: Baler and binder twine; metal furniture; paint; shoes; print shop and bindery.

Most of the states have their correctional farm programs under the same division of the central agency that operates the industrial program, although a few have a separate unit in the central agency responsible for the operation of institutional farms.

Farm production is also diversified within the several states, and the type of crops grown and livestock raised varies from area to area.

Business Management. While some of the states surveyed leave budgeting responsibility and fiscal management to the individual institutions, an increasing number of them have assigned that function to the central correctional agency. Among these states are Indiana, Maryland, Minnesota, Missouri, Pennsylvania, and Rhode Island. With this type of control, the central agency usually keeps tabs on institutional expenditures, reviews institutional budget requests, and develops an overall departmental budget in keeping with program goals.

Inmate Staff Ratios. There has been interest shown in the inmate-staff ratios in other states to see how Colorado stands up in comparison. These ratios are superficial to some extent, because they are based on the total number of staff members and the total number of inmates and are not broken down according to program or function. Staff ratios for the eight states in the survey from which this data was available is shown below.

TABLE XIV

Inmate-Staff Ratios^a at Penitentiaries and Reformatories
for Selected States

State	Prison		Reformatory	
	Ratio	Population	Ratio	Population
Indiana	6.8-1	2,306	8.5-1	2,187
Maryland	7.1-1	1,650	7.8-1	3,300 ^b
Minnesota	3.2-1	1,100	5.2-1	1,000
Missouri	8.7-1	3,500	4.4-1	400
Oregon	6.0-1	1,500		^c
Vermont	3.7-1	267	2.7-1	27
Washington	7.0-1	1,750	3.7-1	750
Wisconsin	4.1-1	1,500	3.6-1	679
Colorado	6.0-1	1,540	5.0-1	355
Average ^d	5.8-1		5.1-1	

^a Includes all staff in residence at institution.

^b Two institutions combined for tabulation.

^c Has no reformatory.

^d Colorado not included.

Sentencing Practices

Nine of the thirteen states for which information was available indicate that the courts have complete control of sentencing procedures, including the setting of maximum and minimum terms. In one state--Wisconsin--while the court has control over sentencing, the new criminal code provides that judges set the maximum sentence within the statutory limit, but the minimum sentence shall be none other than that prescribed by statute. In at least five states, while the court sets the sentence, the central correctional agency, through its classification program, assigns the inmate to the institution in which he will be confined. These states include Maryland, Missouri, Pennsylvania, Rhode Island, and Wisconsin. All of the states with more than one adult institution for offenders of the same sex have the authority to transfer inmates under certain conditions.

In three states--California, Utah, and Washington--the parole board determines the length of sentence to be served, and the correctional agency determines the institution to which the offender shall be committed. In California, all committed offenders are sentenced for the term prescribed by law, and the court has no discretion in the determination of the length of sentence. Such determination is made by the adult authority (state parole board). The board may fix or refix a sentence, if it deems it advisable, for all offenders except those under the death sentence and those serving life sentences without possibility of parole. The authority reviews each case periodically and, usually, each inmate makes a personal appearance before the board approximately six months after his confinement. The authority then either fixes the sentence and/or schedules a date for further review.

The State of Washington Board of Prison Terms and Parole acts in much the same way. This board establishes the minimum sentence of all inmates (mandatory life sentence excluded) within six months after commitment.

The Utah Board of Pardons has the authority, except in cases involving treason or impeachment, to decide when and under what conditions an offender may be released on parole, pardoned, or have his sentence reduced. With this authority to reduce sentences, the board has in effect the power to set a minimum term lower than that set by the committing judge.

In all three of these states, extensive use is made by the board of classification data and case histories developed by the institution and the inmate's institutional record in determining the minimum time to be served before release can be considered.

Juvenile Institutions

In seven states, the juvenile institutions are under the same central correctional agency as the adult institutions. In two other states, while there is a nominal tie-in with the adult agency, the juvenile program is operated as a separate entity. The states with separate juvenile central agencies usually encompass more in their program than just the operation of the juvenile institutions. Usually, these agencies administer a community service program aimed at delinquency prevention. These agencies are usually responsible for juvenile parole and, in some states, juvenile probation as well. In some states, these central juvenile agencies are responsible for all children's institutions, not only for the training schools.

In a few of the states with one central correctional agency as part of another state department, the correctional agency may be responsible for the juvenile institutions and their programs, and for parole, while community services and other children's institutions are the responsibility of the parent agency. This is the situation in New Jersey. In Wisconsin, however, although the Division of Corrections is part of the Department of Social Welfare, it (the division) has the responsibility for juvenile probation and parole, as well as for the juvenile institutions and their programs.

In the section which follows, six states have been selected for comparison of their juvenile programs. These six states represent a cross-section of the various types of organization of juvenile correctional programs. Two of them--Illinois and Minnesota--have youth commissions, Michigan and Washington have a separate juvenile central agency as part of another state department, and Indiana and Wisconsin handle juvenile institutions through the same agency that is responsible for the adult correctional program.¹

Type of Central Agency

Illinois: A three-man youth commission responsible to the governor and appointed by him with consent of the senate. Two twelve-member advisory boards which serve without pay review the work of both the community service division and the correctional service division.

Indiana: Same as for adult corrections.

Michigan: The State Social Welfare Commission acting through the director of the department has authority and control over the juvenile institutions.

Minnesota: A youth conservation commission composed of six members, the chairman of which is the director of the juvenile program and is the chief administrative officer for the commission. The commission is appointed by the governor and, in addition to the director-chairman, is composed of one juvenile court judge, two lay people, the commissioner of the Department of Welfare, and the chairman of the State Board of Parole. The Commissioner of Education and the executive officer of the Health Department serve as advisory members. Appointment is for a six-year period.

Washington: Division of Children and Youth Services of the State Department of Institutions. The division has a supervisor who is the chief administrative officer and who has the responsibility for all phases of the division's operation. The division has an advisory council for children and youth appointed by the governor.

¹Other states from which data was received have been excluded, not because their programs have nothing to offer, but because of space limitations and the fact that many of them have limited application to Colorado. The Council files contain information on juvenile programs in California, Missouri, New Jersey, Oregon, Pennsylvania, Utah, and Vermont, in addition to the states listed above.

Washington (Cont'd): This council also has a voice in the selection of the supervisor.

Wisconsin: Same as for adult corrections.

Other Functions Besides Juvenile Correctional Institutions

Illinois: Community services (delinquency prevention) and juvenile parole.

Indiana: Juvenile parole.

Michigan: None.

Minnesota: Some juvenile probation, community services, and juvenile parole.

Washington: All institutions for juveniles, juvenile parole, and community services.

Wisconsin: Juvenile probation and parole, inspection of detention homes.

Commitment, Classification, and Assignment of Juveniles

Illinois: Upon commitment, sent to reception and diagnostic center for examinations prior to hearings before the commission for placement.

Indiana: Between ages 10 - 18: one month orientation period; testing and evaluation after commitment to institutions.

Michigan: Commitment to institutions directly; orientation and testing periods of from two to three weeks before assignment within the institution.

Minnesota: All children and youth under age 21 are committed to the commission and not to institutions as such; juveniles assigned after examination and testing.

Washington: Commitment to central reception-diagnostic center for period of 30 - 45 days; after testing and evaluation may be assigned to institutions, honor camp, or released if institutionalization is not indicated.

Wisconsin: Up to age 21, may be committed to department after period of examination and evaluation; juvenile offender may be assigned to institution which can best deal with him, or he may be released on probation.

Academic and Vocational

Illinois: All boys under 16 attend academic classes ranging from second grade to the sophomore year in high school. Classes in industrial arts, rug weaving, and crafts are also taught. Work assignment tied in with industrial arts classes. Some academic program at girls' school, plus vocational courses; home economics, commercial, and cosmetology; also art and handicraft classes.

staff for this aspect of program. Girls' school has sufficient professional staff for adequate program.

Washington: Resident clinical and counseling services provided in addition to central reception and diagnostic center.

Wisconsin: Central agency maintains a psychiatric service at both schools. The function of the service (within staff limitations) is to provide an all-embracing psychiatric program for all committed juveniles. The service is responsible for the screening and appraisal of every juvenile committed and does counseling as indicated.

Central Agency Direction of Program, In-service Training, Maintenance, and Food Service.

Illinois: Superintendent of each institution responsible to commission for program, maintenance, and food service. Each institution also responsible for in-service training programs which are provided periodically.

Indiana: Direct supervision of all of these by central agency in the same manner as for adult institutions.

Michigan: Superintendents in charge of institutions and programs, except that welfare commission must authorize establishment of a new program. Each institution is responsible for food service, maintenance, and in-service training programs.

Minnesota: Central agency has one man to supervise program and administration at the juvenile schools. Food service is responsibility of each institution, with guidance from State Health Department personnel. In-service training programs are the responsibility of each institution, with planning guidance provided by central agency.

Washington: Program supervision by central agency, in addition to food service with special central agency staff consultant. Full-time central agency staff training officer for in-service programs. Special committee is writing manual for continuous training programs.

Wisconsin: Supervision of custody, discipline, detention and reformation of delinquents, including all aspects of institutional program and maintenance. Sets up and supervises in-service training program and food standards in same manner as for adult institutions.

Release and Parole Procedures

Illinois: Final decision for release rests with commission; recommendations for release are made by institutional staffs. Supervision by central juvenile parole agency operation as the field service unit of the commission's division of correctional services.

Indiana: Academic and vocational programs are under the supervision of the central department. Fifteen certified academic teachers for class enrollment of 270. Courses include regular academic work leading to either an elementary or a high school diploma, a special remedial program, dramatics, band, and chorus. Vocational instructors hold licenses or permits to teach in their particular vocation. Classroom work is tied in with on-the-job training. Vocational certificates are given upon release. Vocational instruction includes, among others: Machine operation, printing, barbering, brick-laying, carpentry, mechanics, and various farm occupations.¹ Girls' school has a fully licensed and accredited academic and vocational program. Vocational courses include home economics, commercial subjects, and cosmetology.

Michigan: Academic program at both boys' and girls' school. Vocational training is on-the-job type at the boys' school on a half-day basis. Girls' school has usual emphasis on home economics as well as on-the-job training in the laundry.

Minnesota: Boys' school has academic program through high school; remedial work stressed where needed. Vocational training includes metal work, auto repair, printing, shoe repair, among others.² Academic program similar at girls' school. Home economics, commercial courses, and arts and crafts are also stressed.

Washington: (Information not yet received.)

Wisconsin: Both the boys' school and the girls' school have a fully accredited program through high school.

Mental Hygiene and Counseling

Illinois: After original evaluation at diagnostic center and institutional assignment, clinical services provided by resident staffs.

Indiana: Classification and treatment department at boys' school employs five counselors, a classification supervisor, and two clinical psychologists. Counseling begins with assignment to the institution and continues until release. Diagnosis and treatment as needed. Girls' school has similar program.

Michigan: Boys' school has director of clinical services and resident psychologist. Diagnostic services and counseling as indicated. Girls' school has a supervisor of social services and resident psychologist, as well as other social workers.

Minnesota: Consulting psychiatrist available to boys' school, functioning mainly on the diagnostic level. School also has one psychologist. Needs more professional

¹No mention is made of the ratio between classroom vocational training and on-the-job training.

²No indication as to whether or not this on-the-job training is tied in with classroom work in industrial arts.

Indiana: Each institution has own parole board, appointed by the governor, which reviews cases and determines eligibility. Institution refers inmates to board with data and case history for its consideration. After release, juveniles are supervised by the parole division of the central agency.

Michigan: At boys' school, counselor periodically reviews a juvenile's progress and, starting with the third month, committee reviews progress and readiness for release. Social service staff determines eligibility for release at girls' school. Parole supervision by the juvenile court probation service.

Minnesota: Reports on progress of each juvenile reviewed quarterly at all institutions to determine whether the commission should consider for parole. Commission must interview each juvenile at least once every six months. Parole supervision is a function of the commission's central parole division.

Washington: Review board determines whether juvenile ready for parole. Board composed of representative of central agency, superintendent of the institution, and the supervisor of social services of the institution. Parole supervision is a function of the central agency.

Wisconsin: Release determined by central agency after careful review of each case. Parole supervision also responsibility of central agency.

TABLE XV

Inmate-Staff Ratios^a at Juvenile Institutions
for Selected States

State	Boys' School		Girls' School	
	Ratio	Population	Ratio	Population
Illinois	1.8-1	635	1.9-1	324
Indiana	2.9-1	411	2.5-1	236
Michigan	1.4-1	380	1.7-1	272
Minnesota	4.0-1	400	.97-1	170
Missouri	3.2-1	337	1.5-1	95
Oregon	2.0-1	300	2.0-1	100
Utah	2.4-1 ^b	180 ^b	2.4-1 ^b	180 ^b
Washington	1.4-1	112	.98-1	130
Wisconsin	2.4-1	367	1.6-1	194
Colorado	3.4-1	230	3.0-1	110
Average ^c	2.1-1		1.7-1	

^a Includes all staff in residence at institutions.

^b One institution for both boys and girls.

^c Colorado not included.

Central Agency Supervision of Adult Probation and Parole¹

Of the 11 states in the survey for which this information is available, adult probation supervision is a function of the central correctional agency in five, and adult parole supervision in nine.

The states with a division of their central correctional agency supervising adult probationers include Ohio, Rhode Island, Utah, Vermont, and Wisconsin (except for Milwaukee county).

In four states, California, Ohio, Utah, and Wisconsin, the parole board is also a part of the central agency. These four states also have a division of their central correctional authority to supervise parolees. Five other states also have the division of adult parole supervision within their central correctional agency, although parole determination is made by a board or boards appointed by and responsible to the governor. These states are Indiana, New Jersey, Rhode Island, Pennsylvania, and Vermont.

Oregon and Maryland report that both parole determination and supervision are functions of boards and departments outside of their central correctional agencies.

¹ This section represents a brief summary of the control over these functions by the central correctional agency. Additional information is available in the Council files.