

096565

~~2.07.24~~

72-0141

5



LMO96565



Review To Identify The Various  
Federal Agencies Operating  
Programs Designed To Benefit  
The Criminal Offender B-171079

BY THE COMPTROLLER GENERAL  
OF THE UNITED STATES

096565

~~70118~~

MAY 17, 1972





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

B-171019

Dear Senator Percy:

In your letter dated October 28, 1971, you requested that we identify the Federal agencies operating programs which directly or indirectly have impact on the criminal offender once he has been brought into the criminal justice system. You expressed particular interest in programs which provided job training, vocational rehabilitation, and block grants to States, such as those administered by the Law Enforcement Assistance Administration, Department of Justice. You requested also that we identify the various programs in operation and the amounts expended for such programs.

In subsequent discussions with your office, it was agreed that our report would include information on those programs designed to benefit criminals after they had been apprehended and that programs dealing with investigative or police-type work would not be included. It was agreed also that we would obtain information on the Advisory Corrections Council authorized as set forth in the United States Code (18 U.S.C. 5002).

Appendix I is a listing by department and/or agency of the programs which we were able to identify as having an impact on the criminal offender. Appendix II explains the listing in more detail. In our discussions with your office, it was agreed that, when program costs applicable to criminal offenders were not readily determinable, we would use the best estimates available. We have not classified funds expended for enforcement and incarceration as benefiting the criminal offender. The Justice Department's Bureau of Narcotics and Dangerous Drugs and Bureau of Prisons are examples of agencies that expend funds for such purposes.

The information, which was obtained through surveys of the programs administered by the various departments and/or agencies and through discussions with responsible officials, shows that few programs are designed specifically to benefit the criminal offender. Rather, many of the Federal Government's social and economic programs have components which deal with criminal offenders either before, during, or after their incarceration. In a few programs, such as the Teacher Corps program, the component is specifically



B-171019

authorized by law. In most cases, however, the components are carried out under the general legislative authority of the program.

We have been informed by the Department of Justice that the Advisory Corrections Council has not been active for at least the last 5 years.

We trust that the information furnished will be of assistance to you. We plan to make no further distribution of this report unless copies are specifically requested, and then we shall make distribution only after your agreement has been obtained or public announcement has been made by you concerning the contents of the report.

Sincerely yours,

  
Comptroller General  
of the United States

The Honorable Charles H. Percy  
United States Senate



# BEST DOCUMENT AVAILABLE

## APPENDIX I

### LISTING OF PROGRAMS DESIGNED TO BENEFIT THE CRIMINAL OFFENDER

<u>Department or agency</u>	<u>Program or program category</u>	<u>Amount applicable to criminal offender--fiscal year 1971</u>
DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE: Office of Education	Vocational Education	\$ 1,188,000
	Adult Education Program	2,381,000
	Title I of the Elementary and Secondary Education Act of 1965	19,100,000
	Title II of the Elementary and Secondary Education Act of 1965	(a)
	Teacher Corps Program	1,502,000
	Project START	90,000 <sup>b</sup>
	Drug Education Program	(a)
	Nationwide Education Programs in Corrections	400,000
	Career Opportunities Program	112,000
	Community Service Programs	29,000
	Title I of the Library Services and Construction Act	(a)
	Research on criminal behavior and on the sociology of crime	2,200,000
	Supporting research and development--Corrections	2,100,000
	Narcotic Addict Rehabilitation Program	6,591,000
	Training of social workers, psychiatrists, and para-professionals in the correctional field	5,167,000
	Health Services and Mental Health Administration	Narcotic Addict Community Assistance Program
Title I of the Juvenile Delinquency Prevention and Control Act of 1968		634,256
Title II of the Juvenile Delinquency Prevention and Control Act of 1968		2,530,000
DEPARTMENT OF LABOR	Offender Rehabilitation Program	15,900,000
OFFICE OF ECONOMIC OPPORTUNITY	Legal Services Program	(a)
	Drug Rehabilitation Program	(a)
	Volunteers in Service to America (VISTA)	(a)
	Other Programs and Projects	5,410,950 <sup>c</sup>
DEPARTMENT OF THE INTERIOR	Employment Assistance Program	200,000
CORPS OF ENGINEERS	Rehabilitated Offender Program	6,300
ENVIRONMENTAL PROTECTION AGENCY	Physically Handicapped Program	(a)
DEPARTMENT OF AGRICULTURE	Extension Service	(a)
	Forest Service	(a)
UNITED STATES POSTAL SERVICE	Job Opportunity Program	(a)
	Postal Academy Program	(a)
DEPARTMENT OF JUSTICE: Law Enforcement Assistance Administration	Block grants under title I, part C, of the Omnibus Crime Control and Safe Streets Act	(a)(d)
	Discretionary grants under title I, part C, of the act	18,969,625 <sup>e</sup>
	National Institute of Law Enforcement and Criminal Justice	2,100,000
	Grants under title I, part E, of the act	(f)
	Rehabilitation of offenders	22,170,000 <sup>g</sup>
	Treatment of narcotics and dangerous drug offenders	2,428,000
Other bureaus	Federal Prison Industries, Incorporated	44,500,000 <sup>h</sup>
JUDICIAL BRANCH (FEDERAL PROBATION SERVICE)	Services of probation officers	17,500,000
DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT	Model Cities Program	(a)
Total		<u>\$192,148,131</u>

<sup>a</sup>We were unable to determine the amount of funds being applied to programs or projects affecting the criminal offender. For more details, see appendix II.

<sup>b</sup>This project was co-funded. The Office of Education contributed \$75,500, and the Civil Service Commission provided the remaining \$14,500.

<sup>c</sup>This total is a sum of the examples presented on page 16 in appendix II and is not to be considered all-inclusive.

<sup>d</sup>Part C includes estimated expenditures of \$50,660,000 for correction and rehabilitation. Information was not available, however, to show how much of this money would be spent to benefit the criminal offender.

<sup>e</sup>Our analysis included only those projects interpreted as having direct impact on the criminal offender. Projects having indirect impact, such as research projects and studies, were excluded.

<sup>f</sup>The amount budgeted for part E was \$47,500,000 for fiscal year 1971. Information was not available to show the amount of funds to be spent for projects to benefit the criminal offender.

<sup>g</sup>The amount includes \$20,990,000 from the Bureau of Prisons. The total appropriations for the Bureau were about \$74.9 million for fiscal year 1969, \$87.6 million for fiscal year 1970, and \$120.2 million for fiscal year 1971. In this report we included only those funds that we could identify as being expended for programs and projects to benefit the criminal offender.

<sup>h</sup>This figure represents the total sales for fiscal year 1971. Net industrial profits were about \$5 million. The Federal correctional institutions' vocational training programs are funded from these profits.

## APPENDIX II

### DESCRIPTION OF PROGRAMS DESIGNED TO BENEFIT THE CRIMINAL OFFENDER

#### DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

##### OFFICE OF EDUCATION

##### Vocational Education

Training programs provided by the States under the Vocational Education Amendments of 1968 include projects for inmates of correctional institutions. In fiscal year 1969 Federal funds in the amount of \$550,000 were used to support the training of 18,000 inmates. In 1970 Federal funds in the amount of \$775,000 were used to train 25,000 inmates. In 1971, 33,000 inmates were enrolled at an estimated cost of \$1,188,000.

The nature of the programs varies considerably. Some States report that their penal systems offer education and training in many occupational areas, but education and training opportunities in the penal systems of other States are rather limited.

##### Adult Education Program

An objective of the adult education program is to expand educational opportunities by encouraging the establishment of projects in correctional institutions that will enable adult inmates to continue their education, at least to the level of completion of secondary school, and to make available the means to secure training that will enable them to become more employable, productive, and responsible citizens.

Matching grants, based on an allotment formula, are made to States for adult education programs to be carried out by local educational agencies and private nonprofit agencies. In fiscal year 1969 the States expended \$1,403,000 in Federal funds under this program to provide adult basic education for about 20,000 inmates; in fiscal year 1970, \$2,061,000 for about 29,000 inmates; and, in fiscal year 1971, \$2,194,000 for about 32,000 inmates.

Grants are also made directly to local educational agencies or other public or private nonprofit agencies, including educational television stations, for special projects which have national significance and which promote comprehensive or coordinated approaches to the problems of adult inmates who have not received high school diplomas, or the equivalent. These grants, which amounted to about \$135,000 in fiscal year 1970 and \$187,000 in fiscal year 1971, generally require a non-Federal contribution of 10 percent of the cost of the project.

Title I of the Elementary and  
Secondary Education Act of 1965

The purpose of this title is to improve the educational programs of local educational agencies serving areas having concentrations of children from low-income families. The improved programs are to contribute particularly to meeting the needs of educationally deprived children. Some funds are provided to States and local agencies responsible for the education of children in institutions caring for both neglected and delinquent children. Total funds appropriated for the program and that part appropriated for children in institutions for the delinquent follow.

	<u>Fiscal year</u>		
	<u>1969</u>	<u>1970</u>	<u>1971</u>
	——(millions)——		
Total appropriation	<u>\$1,100</u>	<u>\$1,300</u>	<u>\$1,500</u>
Funds for children in institutions for the delinquent:			
State	\$12.5	\$14.3	\$16.4
Local	<u>2.1</u>	<u>2.5</u>	<u>2.7</u>
Total	<u>\$14.6</u>	<u>\$16.8</u>	<u>\$19.1</u>

Title II of the Elementary and  
Secondary Education Act of 1965

This title of the act authorizes the Commissioner of Education to carry out a program for making grants for the

APPENDIX II

acquisition of school library resources, textbooks, and other material for the use of children in public and private elementary and secondary schools. Grants are made to the States which, in turn, distribute the funds to the school systems. Some of the funds are provided to State and local agencies operating correctional institutions, but Office of Education officials could give no estimate of their magnitude. We have contacted two State departments of education--Texas and New York--and they estimate that about one tenth of one percent of their title II funds are provided to correctional institutions.

	<u>Fiscal year</u>		
	<u>1969</u>	<u>1970</u>	<u>1971</u>
	----- (millions) -----		
Total appropriation	<u>\$50</u>	<u>\$42.5</u>	<u>\$80</u>

Teacher Corps Program

This program is designed to improve the educational opportunities of poor children and to broaden teacher-training programs at colleges and universities. The Teacher Corps operates a corrections program which has the same overall objectives but which deals specifically with youthful offenders--adjudicated delinquents and socially maladjusted youths--in an institutional setting.

	<u>Fiscal year</u>		
	<u>1969</u>	<u>1970</u>	<u>1971</u>
	----- (000 omitted) -----		
Total appropriation	<u>\$20,900</u>	<u>\$21,737</u>	<u>\$30,800</u>
Funds for corrections programs	<u>\$ 112</u>	<u>\$ 210</u>	<u>\$ 1,502</u>

Project START

Project START is part of the Federal City College Lorton Project, a rehabilitation project for men either incarcerated in or paroled from Lorton Prison in Lorton, Virginia. Specifically Project START is designed to provide an opportunity

APPENDIX II

for paroled men to obtain a college education while working as paraprofessionals for the Office of Education. The project began in fiscal year 1970 and is funded jointly by the Office of Education and the Civil Service Commission.

	<u>Fiscal year</u>	
	<u>1970</u>	<u>1971</u>
	(thousands)	
Office of Education funds	\$75.5	\$75.5
Civil Service Commission funds	<u>14.5</u>	<u>14.5</u>
Total	<u>\$90.0</u>	<u>\$90.0</u>

## APPENDIX II

### Drug Education Program

The objective of this program is to help schools and communities assess and respond to their drug abuse problems. The program began in fiscal year 1970. Program officials told us that, in one part of the program--Community Projects--some rehabilitated addicts probably were hired as instructors; however, these officials could not provide us with any estimate as to the number of such people in the projects.

	<u>Fiscal year</u>	
	<u>1970</u>	<u>1971</u>
	(millions)	
Total Drug Education Program	<u>\$3.6</u>	<u>\$6.0</u>
Community Projects	<u>\$ -</u>	<u>\$2.2</u>

### Nationwide Education Programs in Corrections

This program funds three centers that provide for the training of teachers (including Teacher Corps interns), administrators, and other staff members that operate treatment programs for juvenile delinquents and adult offenders. The fiscal year 1970 and 1971 appropriations were \$150,000 and \$400,000, respectively.

### Career Opportunities Program

This program, which began in fiscal year 1970, is designed to improve the learning of children from low-income families by employing high-risk persons as paraprofessionals in poverty-area schools while, at the same time, providing these persons with the opportunity to obtain college degrees in education or to become qualified to teach in areas not requiring college degrees. The employed persons are those whose academic, family, and occupational histories hinder them in becoming assets to their communities. Program officials conservatively estimated that, nationwide, about 45 criminal offenders were enrolled in the Career Opportunities Program at an annual cost of \$2,500 for each enrollee.

	<u>Fiscal year</u>	
	<u>1970</u>	<u>1971</u>
	(000 omitted)	
Career Opportunities Program, total	\$ <u>19,400</u>	\$ <u>25,800</u>
Cost for criminal offender enrollees	\$ <u>112</u>	\$ <u>112</u>

### Community Service Programs

Title I of the Higher Education Act of 1965 provides Federal funds to strengthen community service programs of colleges and universities. These programs are designed to assist in the solution of community problems, and several that have been funded deal with criminal offenders.

The New Dimensions project in West Virginia and the Credit Extension and Quinnipiac projects in Connecticut provided extension courses to inmates of penal institutions. The Speed Up project in South Carolina provided training to inmates to enable them to obtain skilled employment. The Upsala Urban Extension project provided counseling for youthful and adult offenders in New Jersey.

Under title I the Congress appropriated \$9.5 million a year for fiscal years 1969 through 1971. Of the total funds of \$28.5 million, only about \$29,000, \$20,000, and \$29,000 were applied to programs that dealt with criminal offenders during those fiscal years.

### Title I of the Library Services and Construction Act

This title provides Federal funds to assist States in the extension and improvement of public library services, including those of libraries in institutions. Office of Education officials told us that they did not know what part of the funds went to penal institutions. They said that the States made these determinations. The appropriation for title I of the act was \$2,094,000 for each of the fiscal years 1969, 1970, and 1971.

APPENDIX II

HEALTH SERVICES AND  
MENTAL HEALTH ADMINISTRATION

Officials of the Health Services and Mental Health Administration provided us with information that was sent to the Office of Management and Budget concerning National Institute of Mental Health programs for the reduction of crime. This data was listed under various program categories and did not identify the actual programs or projects involved. We analyzed the data on the basis of the descriptions provided in Office of Management and Budget Circular No. A-11 (pp. 87 and 88) for each program category. As a result we believe that the following categories may contain programs or projects having some effect, either direct or indirect, on the criminal offender.

	<u>Actual outlays</u> <u>for fiscal year</u>		
	<u>1969</u>	<u>1970</u>	<u>1971</u>
	——(000 omitted)——		
Research on criminal behavior and on the sociology of crime	\$ 3,072	\$ 1,585	\$ 2,200
Supporting research and devel- opment--Corrections	1,710	1,957	2,100
Special programs for the re- habilitation of narcotic addicts:			
Narcotic Addict Rehabil- itation Program	13,020	3,770	6,591
Narcotic Addict Community Assistance Program	2,409	3,057	18,939
Development of community resources:			
Training of social workers, psychiatrists, and para- professionals in the correctional field	<u>3,334</u>	<u>5,167</u>	<u>5,167</u>
Total	<u>\$23,545</u>	<u>\$15,536</u>	<u>\$34,997</u>

SOCIAL AND REHABILITATION SERVICE

The Rehabilitation Services Administration of the Social and Rehabilitation Service provides financial support and leadership for State programs of vocational rehabilitation. Each State administers and supervises its own program. Although individual States may provide some services to public offenders, there is no reporting by the State of the costs of this type of service. Federal grants to States for the cost of rehabilitation programs totaled about \$500 million a year for fiscal years 1969 through 1971.

Among other things, the Youth Development and Delinquency Prevention Administration of the Social and Rehabilitation Service awards grants for rehabilitation, curriculum development, short-term training, and traineeship under the Juvenile Delinquency Prevention and Control Act of 1968. Details follow.

APPENDIX II

Title I of the Juvenile Delinquency  
Prevention and Control Act of 1968

Under part B of this title, grants may be provided to encourage the maximum use of State and community rehabilitation services for diagnosis, treatment, and rehabilitation of delinquent youth and of youth in danger of becoming delinquent. It is hoped that, through these grants, a greater range of alternatives to traditional forms of incarceration can be provided, that the development of new facilities closely linked to the community can be encouraged, and that the establishment of new types of community agencies for dealing nonjudicially with delinquent youth can be supported.

Projects funded under this section of the act include: new juvenile court procedures that reduce the length of time between apprehension of the juvenile offender, court hearings, and disposition; the decentralization of probation and parole services to Youth Service Centers; the provision of alternatives to commitment, such as small-group homes; supportive services and counseling for adjudicated youths; and the use of ex-delinquents in operation of local programs. Rehabilitative service grants were funded under this title, as follows:

	<u>Fiscal year</u>		
	<u>1969</u>	<u>1970</u>	<u>1971</u>
Amount of funds	\$245,941	\$1,099,916	\$634,256
Number of grants	9	26	18

Title II of the Juvenile Delinquency Prevention  
and Control Act of 1968

The purpose of this title of the act is to provide training for persons presently working in fields related to the diagnosis, treatment, or rehabilitation of delinquent or predelinquent youth, as well as for those preparing to enter this work. It also includes support for the counseling or instruction of parents to improve parental supervision of youth.

Assistance may be provided for training court volunteers, paraprofessionals, and youths themselves as additional manpower in combating juvenile delinquency. A summary of expenditures by types of programs in fiscal years 1969, 1970, and 1971 follows.

	Fiscal year					
	1969		1970		1971	
	<u>Amount</u>	<u>Number of grants</u>	<u>Amount</u>	<u>Number of grants</u>	<u>Amount</u>	<u>Number of grants</u>
Curriculum development	\$ 248,544	6	\$ 190,799	6	\$ 131,318	5
Short-term training	1,356,979	43	1,260,731	39	2,269,262	36
Traineeships	<u>25,000</u>	<u>1</u>	<u>158,845</u>	<u>3</u>	<u>129,420</u>	<u>2</u>
Total	<u>\$1,630,523</u>	<u>50</u>	<u>\$1,610,375</u>	<u>48</u>	<u>\$2,530,000</u>	<u>43</u>

Some of the costs listed above pertain to prevention rather than rehabilitation. A breakdown of the funds expended for prevention and rehabilitation would have required an examination of each grant document. Even then, however, the breakdown might not have been complete because costs could have applied to both categories.

DEPARTMENT OF LABOR

Manpower Development and Training Act

For several years the Department of Labor has conducted research, demonstration, and pilot projects under various sections of the Manpower Development and Training Act to learn more about the problems of criminal offenders in their training and job adjustment. Efforts include vocational training for inmates, an experimental pretrial intervention program, model projects for employment service offices, and a Federal bonding program.

Inmate training under the act is the joint responsibility of the Departments of Labor and of Health, Education, and Welfare and is undertaken in consultation with correctional authorities. The Department of Labor pays for administrative costs and stipends to enrollees, and the Department of Health, Education, and Welfare pays for course material and presentation.

During fiscal year 1970 and the first 6 months of fiscal year 1971, 63 vocational training projects having about 4,100 inmate enrollees were funded under the act at a cost of nearly \$8 million. Most of the projects were in State institutions, but a limited number were in county and Federal institutions. About \$10 million will be expended for vocational training projects in fiscal year 1972. Most of the projects provide inmate stipends, a part of which is held back by the institution and paid to the inmate when he is released to help cushion the postrelease adjustment period.

Offender Rehabilitation Program

In fiscal year 1972 the Department of Labor consolidated all activities relating to inmate training and bonding into an Offender Rehabilitation Program. In addition to the \$10 million of fiscal year 1972 funds for inmate training, about \$19 million will be used under the Offender Rehabilitation Program for experimental projects and for the bonding program.

Under the sponsorship of the Department of Labor, the Federal bonding program has helped place inmate trainees in

jobs after their release. Begun as a demonstration project under a 1965 amendment to the act, the program was aimed at a significant number of persons who had participated in federally financed manpower programs but who could not secure suitable employment because of police records. The number of persons actually bonded has been small, but for each the fidelity coverage was the key to obtaining employment.

Total expenditures for inmate programs are not readily available; however, the expenditures for inmate vocational training and for some of the research and development programs (including bonding) are shown below.

	<u>Fiscal year</u>		
	<u>1969</u>	<u>1970</u>	<u>1971</u>
	(millions)		
Training	\$3.0	\$5.1	\$13.7 <sup>a</sup>
Research and development	<u>1.4</u>	<u>1.2</u>	<u>2.2</u>
Total	<u>\$4.4</u>	<u>\$6.3</u>	<u>\$15.9</u>

<sup>a</sup>Included are expenditures for some demonstration projects.

## APPENDIX II

### OFFICE OF ECONOMIC OPPORTUNITY

Criminal offenders are permitted to participate in all programs that are authorized by the Economic Opportunity Act. Certain programs, however, such as Legal Services or Drug Rehabilitation, are directed toward providing certain types of service to juvenile delinquents or criminal offenders.

#### Legal Services Program

The Economic Opportunity Act prohibits the use of Legal Services program funds for the defense of persons indicted (or proceeded against by information) for the commission of a crime, except where the Director of the Office of Economic Opportunity has determined, after consultation with the court having jurisdiction, that there are extraordinary circumstances requiring such legal assistance. This limitation does not apply to (1) representation of arrested persons before indictment or information, (2) parole revocation, (3) juvenile court matters, (4) civil contempt, and (5) alleged mistreatment of prisoners after sentence and incarceration. The Legal Services program was funded for \$46 million, \$53 million, and \$62.1 million in fiscal years 1969, 1970, and 1971, respectively. Office of Economic Opportunity officials were unable to estimate the amount of Legal Services funds that were spent on criminal offenders.

#### Drug Rehabilitation Program

The Economic Opportunity Act authorizes the Office of Economic Opportunity to develop drug rehabilitation programs for narcotics addicts and drug abusers. Although officials were unable to estimate the amount of funds expended on criminal offenders who were participating in the program, they indicated that criminal offenders constituted a large part of the program's participants. This program received financing of \$2.5 million, \$4.5 million, and \$12.4 million during fiscal years 1969, 1970, and 1971, respectively.

#### Volunteers In Service To America

The VISTA program, which has been transferred from the Office of Economic Opportunity to ACTION--a new Federal

agency--has assigned volunteers to projects which provide assistance in helping criminal offenders to reenter society. ACTION officials were unable to provide us with an estimate as to the efforts of VISTA which were directed toward criminal offenders.

#### Other Programs and Projects

Office of Economic Opportunity officials informed us of certain Office of Economic Opportunity-financed programs and projects that they believed were directed toward assisting criminal offenders. A listing of the projects provided to us follows. The officials informed us that, because of decentralized recordkeeping, they might not be aware of all projects for criminal offenders funded by Community Action Programs with locally initiated funds.

## APPENDIX II

### OFFICE OF ECONOMIC OPPORTUNITY PROGRAMS

#### DIRECTED TOWARD CRIMINAL OFFENDERS

Program and/or location	Objective	Financing for fiscal year		
		<u>1969</u>	<u>1970</u>	<u>1971</u>
Project New Gate (six locations)	Provide education programs for inmates of correctional institutions	\$ 706,370	\$1,171,486	\$1,167,357
	Evaluation	-	-	299,949
Experimental Youth Program (eight locations)	Assist disadvantaged inner-city youth in carrying out projects designed to prepare them to lead constructive lives	603,293	247,344	1,994,324
Motivational Training, El Reno, Oklahoma	Provide prerelease preparation of inmates	-	-	14,000
Drug Abuse Research, Laredo, Texas	Rehabilitate hard-core heroin addicts	-	70,639	63,312
Residential Rehabilitation, Bridgeport, Connecticut	Provide residential assistance for narcotic addicts	-	35,000	35,000
Drug Counseling, Albuquerque, New Mexico	Operate counseling center and treatment colony	-	-	30,000
Crime Reduction and Prevention, Washington, D.C.	Resolve offenders' grievances with correctional institutions	-	-	219,000
National Juvenile Law Center, St. Louis, Missouri	Assist in solving legal problems of juvenile poor	-	-	260,000
Bail Project, San Francisco, California	Arrange release of indigent prisoners	61,833	60,000	25,000
Chicago, Illinois	Prevent and control delinquency	665,528	575,171	575,171
Bail Project, Paterson, New Jersey	Provide employment and counseling program for probationers	127,000	126,899	-
New Brunswick, New Jersey	Provide social rehabilitation and other facilities to inmates of correctional institutions	108,000	119,790	119,516
Sacramento, California	Assist ex-convicts in readjusting to life outside prison	42,688	28,200	40,000
Monterey, California	Provide counseling to petty larceny offenders	-	-	8,000
Cincinnati, Ohio	Half-way house for parolees	38,240	35,429	37,000
Washington	Obtain bonding for ex-offenders	-	-	70,000
Long Beach, California (2)	Provide residences for female ex-convicts	-	-	56,136
Birmingham, Alabama	Provide counseling services for delinquents	90,918	96,284	90,000
Houston, Texas	Provide counseling for troubled youths and their families	94,942	110,600	104,130
Massachusetts Correctional Institute, Walpole, Massachusetts	Provide prevocational and vocational training for inmates	-	-	50,000
Seattle, Washington	Aid the reintroduction of ex-felons into society	-	-	25,000
Metro Corps, Gary, Indiana	Develop jobs for youth-gang members	50,000	50,000	50,000
Winston-Salem, North Carolina	Rehabilitate teenage violators and ex-convicts	-	-	21,000
Portsmouth, Ohio	Train delinquent youth	-	-	1,248
Project Jove, San Diego, California	Assist persons released from prison	-	45,268	55,807
Total		<u>\$2,588,812</u>	<u>\$2,772,110</u>	<u>\$5,410,950</u>

DEPARTMENT OF THE INTERIORBUREAU OF INDIAN AFFAIRSEmployment Assistance Program

The Bureau of Indian Affairs operates an Employment Assistance Program under which vocational training and employment opportunities are provided to Indians. Agency officials told us that Indians being released from prisons were given priority in obtaining assistance under this program. Expenditures for this aspect of the program were \$120,000 in fiscal year 1969 and \$310,000 in fiscal year 1970 and were estimated to be at least \$200,000 in fiscal year 1971. The increase in fiscal year 1970 expenditures was due to the addition of funds from a Law and Order Program, which was primarily enforcement oriented, operated by the Bureau of Indian Affairs. Information was not available to show the amount of Law and Order Program funds that were applied during fiscal year 1971.

CORPS OF ENGINEERSRehabilitated Offender Program

The Corps of Engineers established a Rehabilitated Offender Program in June 1966, to aid the criminal offender in making the transition back to civilian life. Under the program a person can be employed on a temporary basis for a maximum of 700 hours. After this, to continue employment, the person must take the civil service test to obtain a civil service rating.

In May 1971 six men were employed under this program, and the fiscal year 1971 cost was \$6,300. As of December 1, 1971, the Corps had no one employed under the program. Officials of the Corps told us that they considered only one of the persons enrolled during May to a quality employee but that, when he had obtained a civil service rating, the Corps was unable to retain him.

ENVIRONMENTAL PROTECTION AGENCY

Physically Handicapped Program

The Environmental Protection Agency operates a Physically Handicapped Program which is designed to hire the physically handicapped and, in general, to convert such persons who are in the welfare and nonproductive categories to productive members of society. This program, which costs about \$400,000 annually, has some rehabilitated offenders enrolled.

DEPARTMENT OF AGRICULTURE

Extension Service Programs

Although the education, home economics, and related programs and projects of the Extension Service are not designed specifically for criminal offenders, they could provide benefits to offenders. For example, if there is a women's prison in a county included in the home economics program, representatives of the Extension Service could make visits to the prison to teach sewing to the inmates.

Forest Service Program

The Forest Service operates a part of the Job Corps program which is funded by the Department of Labor. Although some juvenile delinquents have been enrolled in this program by the Forest Service, the program is not designed specifically for such persons.

UNITED STATES POSTAL SERVICE

The Postal Service has no program which is specifically designed for the criminal offender. It does operate programs, however, in which criminal offenders might participate.

Job Opportunity Program

This program has been in effect since 1968 and is funded by both the Postal Service and the Department of Labor. It is designed to help meet the social responsibilities of the Postal Service and the community by providing on-the-job training for various postal-type jobs to persons who would not be recruited otherwise because of economic or social disadvantages. Program participants are required to pass a job-requirement test within 1 year of entering the program. Participants are required also to attend remedial education classes on their own time. Education classes are paid for by the Department of Labor. The Postal Service pays the salaries of participants. The number of participants depends on postal employment needs. As of June 30, 1971, 361 participants were in the program. Persons guilty of minor criminal offenses are eligible for the program. Persons guilty of minor criminal offenses are eligible for the program. Persons guilty of major criminal offenses are not. Program cost data is not readily available.

Postal Academy Program

This program has been in effect since 1970 and is funded by the Postal Service; the Department of Labor; and the Department of Health, Education, and Welfare. Postal employees recruit, motivate, and educate hard-core dropout youths, hoping that the youths will obtain high-school-equivalency diplomas and become productive citizens. Training is conducted in small storefront schools. Part-time postal jobs are available to students during training. As of October 1971, 1,000 students were enrolled in the program. Fiscal year 1971 costs were \$3.5 million. The estimated cost for fiscal year 1972 is \$3.9 million (55 percent to be contributed by the Department of Health, Education, and Welfare; 35 percent by the Department of Labor; and 10 percent by the Postal Service).

APPENDIX II

DEPARTMENT OF JUSTICE

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

The Law Enforcement Assistance Administration (LEAA) has about four program areas in which funds can be expended to benefit the criminal offender. These areas are (1) block grants distributed to States pursuant to part C of the Omnibus Crime Control and Safe Streets Act of 1968, as amended, (2) discretionary grants awarded pursuant to the same part of the act, (3) funds awarded by the National Institute of Law Enforcement and Criminal Justice pursuant to part D of the act, and (4) block and discretionary grants awarded under part E of the act--grants for correctional institutions and facilities.

A summarization of the four areas follows.

Block grants under title I, part C, of the Omnibus Crime Control and Safe Streets Act

LEAA's fiscal year 1972 budget estimates contained the following projection of fiscal year 1971 block grant expenditures by program areas.

<u>Program area</u>	<u>Percent</u>	<u>Amount</u>
Upgrading law enforcement	14.7	\$ 49,980,000
Prevention of crime	7.0	23,800,000
Prevention and control of juvenile delinquency	8.9	30,260,000
Detection and apprehension	24.9	84,660,000
Prosecution, courts, and law reform	6.1	20,740,000
Correction and rehabilitation	14.9	50,660,000
Organized crime	3.6	12,240,000
Community relations	3.7	12,580,000
Riots and civil disorders	3.4	11,560,000
Construction	7.1	24,140,000
Research and development	3.9	13,260,000
Crime statistics and information	<u>1.8</u>	<u>6,120,000</u>
Total	<u>100.0</u>	<u>\$340,000,000</u>

Funds are awarded under the block grant program to encourage States and units of general local government to carry out programs and projects to improve and strengthen law enforcement. The basis for an award is a State plan approved by LEAA. At headquarters, however, we were unable to obtain information showing the amount of funds in the aforementioned program areas, which are to be spent to benefit the criminal offender. The block grant program was allocated \$24,650,000 in fiscal year 1969 and \$182,750,000 in fiscal year 1970.

Discretionary grants under title I,  
part C, of the act

The law authorizes 15 percent of the funds appropriated under part C of the act to be allocated among the States at the discretion of the Administration for grants to State agencies, units of general local government, or combinations of such units. Such awards may be made according to the criteria and on the terms and conditions determined by LEAA. Funds allocated to the discretionary grant program were \$4,350,000 in fiscal year 1969, \$32,000,000 in fiscal year 1970, and \$70,000,000 in fiscal year 1971.

We made an analysis of the discretionary grants approved by LEAA from inception of the program in fiscal year 1969 through November 23, 1971, and found that approximately \$25.4 million had been awarded for projects which, in our opinion, would have a direct impact on the criminal offender. The \$25.4 million is composed of \$189,141 for fiscal year 1969, \$6,279,581 for fiscal year 1970, and \$18,969,625 for fiscal year 1971.

In our analysis we did not include discretionary grant projects which we interpreted as having an indirect impact upon the criminal offender. Research projects, studies, and projects dealing with the training of criminal justice personnel are examples of such indirect projects.

National Institute of Law Enforcement  
and Criminal Justice

The purpose of part D of the act is to provide for and encourage training, education, research, and development

## APPENDIX II

for the purposes of improving law enforcement and developing new methods for the prevention and reduction of crime and for the detection and apprehension of criminals. The National Institute was established pursuant to part D and received appropriations of about \$3 million in fiscal year 1969, \$7.5 million in fiscal year 1970, and \$7.5 million in fiscal year 1971.

We made an analysis of the projects for which funds were awarded by the Institute during fiscal years 1969, 1970, and 1971, and estimated that about \$2.1 million had been awarded for projects which could be interpreted as indirectly benefiting the criminal offender. The projects were basically research projects and would probably not have a direct impact on the criminal offender unless the results of the projects were put into practice.

### Grants under title I, part E, the act

Under this program, which received its initial funding in fiscal year 1971, block grants of one half of the total part E appropriations are made to the States, on the basis of their populations, for projects in the corrections segment of the criminal justice system.

The remaining one half of the part E appropriation is allocated by the Administration at its discretion. In fiscal year 1971, LEAA distributed these funds to the individual States in the form of supplemental awards based on the State planning agencies' statements of planned usage.

Information was not available to show the amount of funds to be spent for projects to benefit the criminal offender; however, a breakdown of the types of programs to be funded and of the approximate amounts budgeted for these activities in fiscal year 1971 follows.

	<u>Block grant funds</u>	<u>Discretionary grant funds</u>
Institution innovation	\$ 2,000,000	\$ 3,000,000
Probation and parole	6,500,000	6,200,000
Institution planning and construction	5,700,000	6,400,000
Personnel recruitment and training	2,200,000	1,150,000
Community-based programs	6,000,000	6,300,000
Miscellaneous:		
Planning administra- tion	<u>1,350,000</u>	<u>700,000</u>
Total	<u>\$23,750,000</u>	<u>\$23,750,000</u>
Total 1971 part E appropriation	<u>\$47,500,000</u>	

#### OTHER BUREAUS OF THE DEPARTMENT OF JUSTICE

##### Rehabilitation of offenders

Prisoners confined in Federal institutions are provided correctional education, welfare services, counseling, psychiatric treatment, etc., to promote rehabilitation prior to their release. Considering and investigating pardon requests, as well as granting parole and supervising and recommending specialized treatment for parolees, are part of the services offered under the offender rehabilitation program. Bureaus operating such programs and the approximate levels of funding follow.

	<u>Appropriation for fiscal year</u>	
	<u>1970</u>	<u>1971</u>
	(000 omitted)	
Bureau of Prisons (note a)	\$18,305	\$20,990
Pardon Attorney	136	141
Board of Parole	<u>895</u>	<u>1,039</u>
Total	<u>\$19,336</u>	<u>\$22,170</u>

<sup>a</sup>The total appropriations for the Bureau of Prisons were about \$74.9 million in fiscal year 1969, \$87.6 million in fiscal year 1970, and \$120.2 million in fiscal year 1971. In this report we included only those funds that we could identify as being expended for programs and projects to benefit the criminal offender.

## APPENDIX II

### Treatment of narcotics and dangerous drug offenders

Offenders who are addicted to drugs are given specialized treatment while in confinement, and upon release they are provided with community aftercare treatment and supervision to thwart their return to drug abuse. For this the Bureau of Prisons was appropriated \$1,844,000 and \$2,428,000 for fiscal years 1970 and 1971, respectively.

### Federal Prison Industries, Incorporated

Federal Prison Industries, Incorporated, a wholly owned Government corporation, was established to provide training and employment for prisoners confined in Federal correctional institutions.

Congressional authority establishing the corporation requires it to (1) operate a diversified program of industrial production to offer the least possible competition to industry and labor, (2) restrict the sale of goods and articles manufactured in the corporation's shops to departments and agencies of the U.S. Government, and (3) provide a system of wage incentives and a program of industrial and vocational training so that inmates returning to society may be able to become more economically self-sustaining and productive citizens.

During fiscal year 1971 the corporation had sales of \$44.5 million to Government agencies compared with \$52.3 million during the preceding fiscal year. The corporation's net industrial profit for fiscal year 1971 was about \$5 million compared with about \$10 million for the prior year. The Federal correctional institutions' vocational training programs are funded from industrial profits.

JUDICIAL BRANCHFEDERAL PROBATION SERVICE

Probation officers render service by making presentence investigations and by supervising probationers. They transmit copies of these investigations of offenders to Federal institutions to assist in their classification and treatment programs. Probation officers serve as liaison with inmates' families, assist in prerelease planning, and supervise offenders after release.

Besides the above-listed duties, the probation officers also assist with release planning and are responsible for parole supervision of inmates from military disciplinary barracks.

The total appropriation for fiscal year 1971 amounted to \$17,500,000.

DEPARTMENT OFHOUSING AND URBAN DEVELOPMENTModel Cities Program

The only Department of Housing and Urban Development (HUD) program which includes activities having an impact on the criminal offender is the Model Cities Program. Each of the 147 cities participating in this program have established projects which deal with a variety of activities and include economic development, manpower and training, and health care activities.

The Demonstration Cities and Metropolitan Development Act of 1966 established the Model Cities Program to improve the living environment and the general welfare of people living in slums and blighted neighborhoods in selected cities of all sizes in all parts of the country. The program calls for a comprehensive attack on the social, economic, and physical problems that exist in these cities, through the effective concentration of Federal, State, and local efforts. A typical model cities program will include projects to deal with education, health, social services, recreation and culture, crime and delinquency, manpower and job development, economic and business development, transportation and communications, and housing relocation.

Under the program cities are awarded supplemental grants by HUD to implement the execution phases of their comprehensive demonstration programs. These funds--which are to be used primarily for new and additional projects or as the non-Federal share required under other programs--are in addition to the resources available under Federal and State categorical grant programs and funds that are provided by local public and private agencies.

From inception of the program through June 30, 1971, about \$1.7 billion was appropriated for supplemental grants. Of this amount HUD awarded grants totaling \$1 billion, of which \$375 million was expended by the cities. Of the total funds, about \$50 million--\$9.8 million in fiscal year 1969, \$12.5 million in fiscal year 1970, and \$27.7 million in fiscal year 1971--was expended for projects relating to crime and delinquency, as follows:

- Research and development in the administration of justice.
- Public education on law observance, law enforcement, and crime prevention.
- Rehabilitation of alcoholics and narcotic addicts.
- Prevention and control of juvenile delinquency.
- Education and training of State and local enforcement officers.
- General police activities.
- Providing criminal-law advice and assistance.
- State and local correctional projects.
- State and local planning projects for crime reduction.

From the above, it is apparent that not all the projects funded with model cities supplemental funds for crime and delinquency purposes relate solely to criminal offenders that have been brought into the criminal justice system. Services and assistance provided under the Model Cities Program, however, include projects which deal with criminal offenders. Examples of several projects which fall into the latter category are described below.

Community Adjustment Services Bureau and Rehabilitation Project on Juvenile Delinquency (Norfolk, Virginia)

This is a project which serves juvenile offenders in lieu of traditional sentencing alternatives. Services provided under the project include counseling, employment and vocational rehabilitation, diagnoses and referral, and programs for youth involvement that are alternatives to the court process. Proposed funding for the project included \$75,238 from model cities supplemental funds and \$187,670 from Law Enforcement Assistance Administration and Department of Health, Education, and Welfare grants.

## APPENDIX II

### Halfway House for Adult Ex-Felons (Providence, Rhode Island)

This is a project which assists ex-felons, either in the prerelease or postrelease status, in their adjustment to society, through economic and vocational assistance. Specific objectives of the project include: (1) strengthening crime prevention and control by facilitating the change from the penal institution to society via the halfway-house concept, (2) providing a method for bonding ex-felons in order that they may gain meaningful employment, and (3) rendering counseling services geared to aid ex-felons in adjusting to society. The 1971 plans called for this project to be funded with \$20,524 from model cities supplemental funds and an \$85,505 Law Enforcement Assistance Administration grant.

### Work Release Project (New York--Central Brooklyn--New York)

This is a project which provides for (1) creating a series of community-based rehabilitation centers for inmates, (2) coordinating the many rehabilitation services now operating in the community, and (3) increasing the supportive services available to offenders and increasing community involvement in the rehabilitation process. The project was to be funded from model cities supplemental funds for about \$341,000.



