

THE ROLE AND FUNCTION OF WOMEN'S
INSTITUTIONS IN THE FUTURE: A DELPHI STUDY

THESIS FOR THE DEGREE OF
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ABSTRACT

The failure of female corrections to address future planning needs for women's institutions is evidenced by the lack of empirical research which seeks to assess and predict correctional policies and philosophies for female corrections.

To address this issue, this study seeks to determine what diverse groups of decision makers in the field of female corrections believe to be the role of women's institutions in the future. By examining the correctional priorities of the diverse occupational groups, influential in the correctional decision making process, we can identify a broad array of ideas and philosophies which will enhance efforts to systematically plan and deal with the issues concerning female correctional institutions.

This study employed the use of the Delphi Method, a research method which attempts to make use of informed intuitive judgments by identified experts in the corrections' field, i.e., superintendents of women's correctional institutions, directors of state departments of corrections and state legislators or related judiciary committees. These three groups were asked to identify what they perceived to be the future role of female correctional institutions. Questionnaires interspersed with opinion feedback were used for the data collected among the three groups of corrections' experts.

To develop a policy classification scale which could be used to examine differences among the groups, two distinct techniques were employed: item classification—Model of Correctional Policy, and a Factor Analysis. The resultant list of variables provided the basis for a policy scale used to determine if a difference existed among the three groups of participants (independent variable) concerning their correctional expectations (dependent variable). A statistical technique—one way analysis of variance—was computed to determine the effect of the independent variables on the dependent variables.

The results of the data concluded that there was not a statistically significant difference in the correctional expectations among the three groups of participants involved in the administration of female correctional institutions. The responses were more similar than different.

The crucial factors underlying the results were that the groups were exposed to similar socialization processes, and frequent interaction with one another which had a tendency to polarize the opinions of the participants. On the other hand, methodological weaknesses within the study, i.e., poor participation, subjective bias, are crucial to the final analysis.

Significantly, the implications gleaned from the research are salient to the development and implementation of future planning needs for women's correctional institutions.

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INSTITUTIONS IN THE FUTURE: A DELPHI STUDY

By

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Chairperson





Member

DEDICATION

To my mother and father, the wisest of mentors,
who taught me that:

"success in life is a matter not so
much of talent or opportunity as of
concentration and perseverance."

C. W. Wendel

To my parents, my brother Kevin and sister Lynan,
for their understanding, confidence and support which
enabled me to complete this thesis and the graduate pro-
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CHAPTER I

INTRODUCTION

This study examines the issues concerned with correctional planning for female institutions. With the surge of studies addressing the problematical concerns of female offenders, it is important for us to entertain future planning measures and policy making efforts to effectively address the issue of female corrections.

Attempts to analyze the state of the art in female corrections reveals a diversity of correctional models hampered by inappropriate and insufficient programmatic goals and objectives.

Studies addressing the problems confronting female corrections generate criticism at institutional attempts to reintegrate the female offender.

The field has failed to provide adequate programming for women offenders. The quality of programming is evidenced by research findings reporting existing institutional program operations. For example, women's institutions are characterized by vocational programs empha-

sizing the traditional female role in society; the dearth of educational programs; and situational problems resulting from the small population of women in correctional facilities.¹ Finally, the correction's field has been remiss in their efforts to develop standards and goals for female corrections that would benefit as a model for future planning.

This neglect is apparent when we examine research and planning priorities in the correction's field. For example, the Labor Department's ten-year report on research and development projects in the correctional field concludes unequivocally that female offenders "did not play a major role in the offender projects."² This suggests that women have been denied planning efforts to determine what correctional programs or policy objectives are most effective (if any) in deterring or controlling criminal behavior.

The present situation is further aggravated by the failure of corrections to initiate actions which would identify the issues and alternatives available for female

¹Maureen O'Connor, "Vocational Training Programs in Women's Correctional Institutions" (A Graduate Paper, Michigan State University, 1974), p. 7.

²1974 Manpower Report to the President, United States Department of Labor, quoted in Maureen O'Connor, "Vocational Training Programs in Women's Correctional Institutions" (A Graduate Paper, Michigan State University, 1974), p. 12.

corrections. Female corrections could then proceed in a timely and efficient manner to provide for changes in policy, philosophy and correctional practices which are likely to occur. If one were to study the particular correctional orientations and expectations of different kinds of individuals involved who are influential in the decision making process for female corrections, a broad array of ideas and philosophies would emerge which would provide valuable information for enhancing efforts to make preparations to deal systematically with changes in female corrections.

Furthermore, a knowledge of the philosophical and practical orientations of these diverse groups would enable the correctional field to identify internal administrative problems, i.e., professional role conflict, which might preclude attempts to successfully and properly plan and deal with the issues concerning female correctional institutions.

Purpose of the Study

The purpose of this study is twofold: First, the study will attempt to determine what potential decision makers believe to be the role and function of women's institutions in the future.

Role has been defined as the position which seems situationally appropriate to the organizational system in terms of fulfilling the demands and expectations of the organizational system.³ We have defined function as the operational measures taken to attain particular goals of an organizational system.

This feedback will provide the basis for the second focus of our study; to determine if diverse groups of individuals, knowledgeable, experienced and influential in the correctional decision making process are similar in their policy orientations and practices, i.e., reintegration, rehabilitation, restraint and reform.⁴ Specifically, we will address the individual group's perceptions of the role and function of women's correctional institutions.

This information should provide a useful body of knowledge to the criminal justice field in its efforts to establish clearly defined goals and objectives for cor-

³ Neal Gross, Ward I. Mason, and Alexander W. McEachern, Explorations in Role Analysis: Studies of the School Superintendency Role (New York: John Wiley and Sons, Inc., 1958). p. 13.

⁴ Vincent O'Leary, Correctional Policy Inventory: A Survey of Correctional Philosophy and Characteristics Methods of Dealing with Offenders (New Jersey: National Council on Crime and Delinquency, [1970].)

rectional institutions. The knowledge gleaned from the study can be placed on a correctional continuum for developing research studies which seek to recognize the importance of future planning endeavors for female corrections.

Need for the Study

The need for future planning studies employing methodological techniques has gained recognition as social scientists begin to realize its capabilities as a measure of control over the future.

Olaf Helmer explains the importance of future planning applicable to both the physical and social sciences:

The purpose of scientific endeavor is to achieve a better understanding of the world and, thus to develop valid theories concerning observable phenomena. Such theories are then used to predict future events and, in particular, to make conditional predictions of the consequences of alternative courses of action. The ability to make contingency predictions of this kind gives us a measure of control over the future.⁵

Within the past few years the social sciences have been urged to explore the possibilities of the op-

⁵Olaf Helmer, Social Technology (New York: Basic Books, Inc., Publishers, 1966), pp. 4-5.

erations research approach mentioned above. This sequence of understanding, prediction, and ability to control issues (aspired) followed by actual control (exercised) has been selected as a methodology for defining the role and function of women's institutions.⁶

Focus of Study

The study will focus on whether diverse occupational roles of the participants affect their expectations for female corrections. Viewed from this perspective the Delphi method will be used to identify the issues and determine correctional priorities which are significant to planning and policy implementations.

The research hypothesis to be studied is: Do diverse groups of correction's experts, i.e., state legislators, superintendents, directors of women's correctional institutions and directors of the Department of Corrections, involved in the decision making process for women's correctional institutions have different correctional programming expectations and subscribe to different policy models for women's correctional institutions?

⁶Ibid., p. 5.

CHAPTER II

REVIEW OF THE LITERATURE

A review of the Delphi literature reveals a need for a methodological planning tool which seeks to accommodate future policy and planning decisions to diverse points of view and desires.

The Delphi Technique

The Delphi Technique is a research method which attempts to make systematic effective use of informed intuitive judgments by identified experts in a given field of inquiry about the future condition of the field. Application of the technique derived from the realization that personal expectations of "influential" individuals in a given field of inquiry have a significant effect on the direction of future development in that field.¹

The use of the Delphi Technique for defining problems and exploring solutions for future planning and pol-

¹Margaret Ann Jetter, "The Roles of the School Library Specialist in the Future: A Delphi Study" (Ph.D. dissertation, Michigan State University, 1972), p. 62.

icy efforts is designed to increase the creative productivity of group action, facilitate group decision making, help stimulate the generation of critical ideas, and give guidance in the aggregation of group judgment to arrive at desirable group decisions.²

Helmer suggests that this method which incorporates subjective judgmental input data is especially applicable to research in the social science area, in cases where hard data are unavailable or too costly to obtain. Increased recognition by researchers of the potential of the Delphi Technique has provided decision makers with ready access to specialized expertise useful in identifying and evaluating future planning needs.³

The Evolution of Delphi

The Delphi Technique was developed by Norman Dalkey and his associates at the Rand Corporation in 1950.⁴ The origin of the Delphi concept was viewed as

² Andre L. Delbecq, Andrew H. Van de Ven and David H. Gustafson, Group Techniques for Program Planning (Glenview, Illinois: Scott, Foresman and Company, 1972), p. viii.

³ Harold A. Linstone and Murray Turoff, The Delphi Method: Techniques and Applications (Reading, Massachusetts: Addison-Wesley Publishing Company, 1975), p. 10.

⁴ The Rand Corporation has published several papers on the Delphi Method by Olaf Helmer, Bernice Brown, Norman C. Dalkey and others which explain the development and evolution of Delphi. These are included in the bibliography of Delphi related material.

a spinoff of defense research for a Rand Corporation study, entitled, "An Experimental Application of the Delphi Method to the Use of Experts," by Dalkey and Helmer.⁵ Later efforts brought the Delphi concept to the attention of non-defense areas.⁶

This was the "Report on a Long-Range Forecasting Study," by Y. T. Gordon and Olaf Helmer, published as a Rand paper in 1964.⁶ Delphi was used to assess and predict "the direction of long-range trends, with emphasis on science and technology." Despite objections levelled toward this approach: ambiguity of questions; the difficulty of assessing and utilizing the degree of expertise; and the tendency to produce self-fulfilling prophecies, it was concluded that through the use of controlled intuitive expertise it is possible to make meaningful assertions of substantive content about the future. It was further submitted that Delphi offered considerable advantages in cost and reliability—the former, by avoiding the need for assembling experts in one place; the

⁵"An Experimental Application of the Delphi Method to the Use of Experts," Management Science 9, No. 3 (April 1963) cited by Linstone and Turoff, The Delphi Method, p. 10.

⁶J. Gordon and Olaf Helmer, Report on a Long-Range Forecasting Study (New York: Rand Paper, [1964]).

latter by not subjecting them to the persuasiveness of oratory or to the bandwagon effect of prominent authority.

Methodologically, the study was significant in contributing to the few systematic methods available at that time for testing techniques of long-range forecasting. For example: questions should be phrased with greater care to avoid unnecessary ambiguity; there should be enough phases to allow for adequate feedback; and improvements in the systematic selection of experts must be achieved.⁷

With this as a foundation, further interest was generated in the application of Delphi to structure the human communication process. The technique has broadened beyond technological forecasting so that Delphi has become a multiple-use developmental planning tool.

Olaf Helmer, a pioneer in the development of Delphi for long-range forecasting and planning, discusses the evolution of the Delphi method:

Delphi has come a long way in its brief history, and it has a long way to go. Since its invention about twenty years ago for the purpose of estimating the probable effects of a massive bombing attack on the United States, and its subsequent application in the mid-sixties to technological forecasting; its use has pro-

⁷Olaf Helmer, Social Technology (New York: Basic Books Inc., 1966), p. 95.

liferated in the United States and abroad. While its principal area of application has remained that of technological forecasting, it has been used in many other contexts in which judgmental information is indispensable. These include normative forecast; the ascertainment of values and preferences; estimates concerning the quality of life; simulated and real decision making; and what may be 'inventive planning,' by which is meant the identification (including invention) of potential measures that might be taken to deal with a given problem situation and the assessment of such proposed measures with regard to their feasibility, desirability, and effectiveness.⁸

Helmer has suggested that the rich menu of applications and uses of Delphi as a planning tool to supply "soft data" in the social sciences and to provide decision makers with ready access to specialized expertise are of great potential importance for the social science field.⁹

The Delphi Process

The basic approach used to conduct a Delphi can be exemplified by basically four phases involving a series of intensive questionnaires interspersed with controlled feedback.

⁸ Harold A. Linstone and Murray Turoff, The Delphi Method: Techniques and Applications, with a foreword by Olaf Helmer (Reading, Massachusetts: Addison-Wesley Publishing Company, Inc., 1975), p. xix.

⁹ Ibid., p. xx.

The first phase is characterized by exploration of the subject or issue under discussion, wherein each individual contributes information that is felt to be pertinent to the issue. (Delphi questions might focus upon problems, objectives, solutions or forecasts).

The second phase involves the process of reaching an understanding of how the group views the issue (i.e., where the participants agree or disagree and what they mean by relative terms such as importance, desirability, or feasibility). If there is significant disagreement, then that disagreement is explored in the third phase to bring out the underlying reasons for the differences and possibly to evaluate them. The last step, a final evaluation, occurs when all previously gathered information has been initially processed.

Characteristic Values of Delphi

A number of research studies have examined the effect of Delphi on the performance of decision making groups in terms of: (1) the quality, quantity, and variety of ideas generated; (2) the affectional (emotional and expressive) overtones of interaction; and (3) the nature of facilitative and inhibitive influences on cre-

ative problem solving.¹⁰ The qualitative and quantitative findings address the dimensional characteristics structured into the Delphi Process with either facilitate or inhibit group performance. These characteristics include: Role orientations of groups, problem solving, impact of group norms, equality of participation, group composition and size, closure to the decision process and the utilization of resources.¹¹ Each variable will be discussed and analyzed separately.

Since group members do not meet face to face in the Delphi Technique, there is a complete absence of social or emotional behavior which diverts one's attention from the problem solving task, thus, all attention can be focused on task-instrumental activities. However, Van de Ven¹² found that the total absence of interpersonal relationships inhibits task performance because of the lack of verbal clarification or comment on ideas in the feedback report. He questions whether the interpretations of the ideas in the feedback are accurate.

¹⁰Delbecq, p. 15.

¹¹Ibid., p. 20.

¹²"Nominal versus Interacting Group Processes for Committee Decision-Making Effectiveness," Academy of Management Journal, 14, 2 (June 1971): pp. 203-12 cited by Delbecq., Group Techniques, p. 20.

Rotter and Portugal¹³ report that the success of problem-solving groups in arriving at creative decisions is related to the time spent working on the problem. Parnes concludes that significantly better ideas are generated in the third period of an individual's independent thought on a topic than in the first two-thirds of the period.¹⁴ Thus, Delphi facilitates problem mindedness by extending the period of problem centered focus. Delphi becomes a proactive search process by requiring each participant to write and/or articulate their ideas without the opportunity for the other group members to react or evaluate until all ideas are presented. The act of writing responses forces the respondents to think through the problem; and to pull together as objectively as possible a large variety of information.¹⁵ We can conclude from this that Delphi contributes to the high quality and specificity of idea generation and encourages individuals to become aware of alternative options for the future.

¹³"Group and Individual Effects in Problem Solving," Journal of Applied Psychology, 48 (1954), pp. 211-17, cited by Delbecq, Group Techniques, p. 23.

¹⁴"Effects of Brainstorming Instructions on Creative Problem Solving by Trained and Untrained Subjects," Journal of Educational Psychology, 50 (1959), pp. 71-76, cited by Delbecq, Group Techniques, p. 24.

¹⁵Delbecq, Group Techniques, p. 24.

The Delphi technique relies on individual, anonymous response so that each participant responds according to one's own perceptions, with no outside pressure, or non-objective factors to influence one's judgment. In addition, the non-conforming characteristics structured in the Delphi process helps to alleviate the presence of status incongruities present in most organizational groups, wherein low-status participants may be inhibited and go along with opinions expressed by high-status participants.¹⁶

Similarly, because there is no face-to-face contact among respondents in the Delphi process, there is no opportunity for the group's output to be polarized or biased by such factors as acquiescence to the influence of a dominant individual (high-status, expressive), group pressure for conformity, an unwillingness to abandon publicly-expressed opinion; and "noise" in the communication system.¹⁷

Another inherent value of Delphi is its size and composition. The number of participants in a Delphi study is generally determined to be the number which represents

¹⁶"Group Decision Making and Disagreement," Social Forces, 35 (1957), pp. 314-18, cited by Delbecq, Group Techniques, p. 24.

¹⁷Jetter, Delphi Study, p. 63.

a significant pooling of judgments from the target group. Delphi is also used to examine more than one target group which is valuable for idea exchange among diverse professionals and interest groups.

Several studies have tested the effects of both homogeneous and heterogeneous group composition on problem solving. The traditional application of Delphi combines the opinions of heterogeneous groups. Hoffman and Maier¹⁸ found this to produce a higher proportion of high quality, high acceptance solutions than homogeneous groups. On the other hand, homogeneous groups were found to facilitate group performance, reducing the likelihood of interpersonal conflict. Furthermore, Chester Jones in his Delphi Evaluation, underscored the fact that in situations where the focus of study is to highlight areas of disagreement, it would be advantageous to run separate Delphis using more homogeneous groups to strengthen the credibility of the data.¹⁹

Practically speaking, in addition to the qualitative values of Delphi we must also consider the cost and

¹⁸"Quality and Acceptance of Problem Solutions by Members of Homogeneous and Heterogeneous Groups," Journal of Abnormal and Social Psychology, 62 (1961), pp. 401-407, cited by Delbecq, Group Techniques, p. 27.

¹⁹Linstone and Turoff, The Delphi Method, p. 160.

effort required to obtain information. Delphi can conceivably offer considerable advantages in cost and effort by avoiding the need for assembling the experts in one place.²⁰

Recognizing the values of Delphi as a facilitator for generating information and enhancing the decision making process should help to aid us in structuring the appropriate group design methodology which can be applied to a wide range of program and policy planning concerns.

Based on the preceding review of research findings, Table 2.1 presents a recapitulation of the value characteristics of Delphi.

Table 2.1

Value Characteristics of Delphi

Source: Adapted from Group Decision-Making Effectiveness by Andrew Van de Ven, published by Center for Business and Economic Research Press, Kent State University, 1974. Used by permission.

Dimension	Delphi
Overall methodology	Structured series of questionnaires and feedback reports Low variability between decision panels

²⁰Delbecq, Group Techniques, pp. 29-30.

Table 2.1 (continued)

Dimension	Delphi
Role orientation of groups	Task-instrumental focus
Relative quantity of ideas	High; isolated thinking
Relative quality and specificity of ideas	High quality High specificity
Normative behavior	Freedom not to conform
Search behavior	Proactive Controlled problem focus High task-centeredness New task knowledge
Equality of participation	Respondent equality in pooling of independent judgments
Methods of conflict resolution	Problem-centered Majority rule of pooled independent judgments

Methodological Concerns of Delphi Application

Although the Delphi process does not appear particularly complex, there are many issues and problems, methodological concerns relative to the design and implementation that must be addressed to optimize its effectiveness as a planning and policy tool.

The need for careful planning and the distributed effort required by Delphi limits its use. Delphi should

not be used when time is limited. It is estimated that it takes more than a month to implement.²¹ Considerable time is necessary to carefully formulate the Delphi question so that its meaning is clearly understood, to develop and analyze all the questionnaires; to appraise the utility of the information obtained, and revise the questionnaires if they are not effective.

Likewise, this technique should not be used with groups of people who have difficulty reading and expressing themselves.

Finally, another critical condition affecting the use of Delphi is identifying available qualified people whose judgments will be sought.

It is imperative that prerequisites are developed for the application of Delphi as a planning tool. In addition to procedural concerns that affect the utility of the technique are those methodological issues (i.e., how to choose a respondent group and honesty of the monitor team).²² Typical of these problems is the critical task of selecting the participants. The substance and consequence of Delphi research depends on the expertise and

²¹Ibid., p. 85.

²²Linstone and Turoff, The Delphi Method, p. 6.

cooperation of the participants.²³ The quality of the responses is very much influenced by the interest and level of commitment demonstrated by the participants since others are not present to stimulate interest. Likewise, the participants should possess relevant information or experience concerning the objectives toward which decision makers are directing the Delphi.²⁴ The size of the participant group chosen is variable. Researchers have indicated that few new ideas are generated within a homogeneous group once the size exceeds thirty well-chosen participants. However, in cases where various reference groups are involved, several hundred people might want to participate.²⁵

The statements which comprise the elements of a Delphi inevitably reflect the cultural attitudes, subjective bias, and knowledge of those who formulate them, which understandably result in misunderstandings and misinterpretations. If the respondents do not understand the statements they may answer inappropriately or become frustrated with the questionnaire and lose interest in

²³Jetter, Delphi Study, p. 63.

²⁴Delbecq, Group Techniques, p. 85.

²⁵Ibid., p. 89.

the outcome. Grabbe and Pyke²⁶, in their evaluative study of the "Forecasting of Information Processing Technology," stress the importance of the proper formulation of Delphi statements. "Statements may be too concise, leading to excessive variations in interpretation, or too lengthy, requiring the assimilation of too many elements to be evaluated."²⁷ Linstone and Turoff find a direct relation between the number of words used and the amount of information obtained, i.e., consensus. Low and high numbers of words yield low consensus with medium statements producing the highest consensus.²⁸ We can surmise from the findings that we should attempt to optimize specificity, to avoid the possibility of widely disparate interpretations of the same statement by individuals of diverse socio-cultural orientations.

The previous discussion focused on the values and methodological concerns enhancing the effective application and procedural use of the Delphi Method. The remainder of the discussion will evaluate the weaknesses in

²⁶E. M. Grabbe and D. L. Pyke, "An Evaluation of the Forecasting of Information Processing Technology and Applications," Technological Forecasting and Social Change 4, No. 2 (1972), p. 143.

²⁷Ibid., p. 143.

²⁸Linstone and Turoff, The Delphi Method, p. 32.

the Delphi Method which are, in principle, avoidable and which are weaknesses inherent in the method.

Evaluation of Delphi Limitations

Helmer and Rescher²⁹ have acknowledged that Delphi is well-suited for research in the behavioral sciences. However, the application of scientific methodologies in the inexact sciences incites efforts to oversimplify the complexity of social systems. It has been noted that "intuition, judgment and argument are not reliable guides to the consequences of intervention into complex social systems for achieving consensus on a particular issue."³⁰ Individuals do not usually visualize a situation in a holistic pattern, thus, participant efforts to conceive the best planning or policy options for a particular problem produce a negative effect through interactives with other parts of the system.

Other psychological difficulties arise when the individual anonymously develops his responses. The artificial and isolated setting may result in responses that may indicate the characteristics of a radical liberalist; however, if the truth were known, the individual may be quite conservative.

²⁹Olaf Helmer and Nicholas Rescher, "On the Epistemology of the Inexact Sciences," Management Science, VI (October, 1959), p. 27.

³⁰Linstone and Turoff, The Delphi Method, p. 579.

In the application of Delphi for future planning, reliance is invariably placed on panels of experts. With all due respect, the experts which are knowledgeable about certain aspects of a complex system cannot be expected to be equally competent in all the areas touched upon. Thus, the answers by highly competent experts are diluted by less informed estimates on the part of others. Helmer suggests a few remedies for this defect. The respondents might be asked to leave blanks on the issues they feel incompetent to answer, thus, leaving the matter of qualification to their own discretion. Another suggestion would be to answer all the questions but add in each case a self appraisal of their degree of competence.³¹ Of course, this presents new problems involving over-confidence and reluctance to underestimate or overestimate one's qualifications. Linstone and Turoff appraise this deficiency by saying:

Complete objectivity is an illusion
in the eye of the beholder.³²

The research must account for these changes and incorporate them into the findings for properly report-

³¹Olaf Helmer, Social Technology, p. 90.

³²Linstone and Turoff, The Delphi Method, p. 582.

ing the current validity of the results.

Perhaps the most serious inherent problem associated with the execution of Delphi is a lack of imagination by the designer.³³ The imagination to perceive how individuals may view the same issue differently and the conceptual quality to allow these individuals to express their inputs is not formulated in concrete terms, but must be carefully considered when developing the Delphi design.

Criticism aimed at the respondents includes answers that are hastily given without careful thought. This results in obvious contradictions and negates the usefulness of Delphi as an instrument to enhance the respondent's capacity to think in complex ways about the future.³⁴ The fault may also lie with the designer. The designer should be careful to use discretion when developing the questionnaire so that it does not become weighted down with trivia, superficially unrelated, verbose, or repetitious statements. Morse and Kimball, the godfathers of operations research, stressed the limitations of "expert opinion" and asserted that such opinion

³³Ibid., p. 583.

³⁴Olaf Helmer, Social Technology, p. 90.

is "nearly always, unconsciously biased."³⁵

Neither layman nor expert should be expected to be free of bias.³⁶

The criticism for poor execution of the Delphi studies lies with either the analyst or participant. The analyst's selection of participants can produce a group of like-thinking individuals which excludes mavericks and becomes a vehicle for inbreeding. The use of separate and diverse homogeneous groups somewhat alleviates this problem.

Superficial analysis of responses is another weakness. An individual's response to a question does not disclose the underlying rationale for the response. Helmer suggests the development of techniques for the formulation of sequential questions that would probe more systematically into the underlying reasons for the respondent's opinion.³⁷ Group consensus can be based on differing or even opposing assumptions, which are also subject to sudden changes with the passage of time. Major disruptions in society (i.e., changing societal, philo-

³⁵Linstone and Turoff, The Delphi Method, p. 582.

³⁶Ibid., p. 582.

³⁷Olaf Helmer, Social Technology, p. 95.

sophical, and economic and political trends) will necessarily affect the validity of the results.

Another shortcoming which dictates consideration arises when a particular Delphi design for a particular application is taken as characteristic of all Delphis.³⁸ The far reaching applications to which the method in principle lends itself has resulted in the overselling or overadvocacy of the method in inappropriate circumstances, where the need has not been carefully determined.

The review of Delphi literature in preparation for this study suggests that Delphi can be of considerable utility when applied as a methodological tool for: future planning; idea exchange among diverse professional and interest groups; and the continuous flow of significant data for policy review.

Implications for Future Delphi Study

Further experimentation is encouraged for solidification in the use and application of Delphi. The methodological concerns and procedural limitations addressed in the studies acknowledge that even the most well-executed Delphi cannot be isolated from surrounding inherent con-

³⁸Linstone and Turoff, The Delphi Method, p. 584.

ditions which distort its outcomes. Therefore, it is pertinent that the strengths and weaknesses of the Delphi method be carefully evaluated for the particular issue under study.

The Delphi technique, and its applications are in a period of evolution; both with respect to how it is applied and to what it is applied. Recent studies utilizing Delphi as a methodological tool underscores a crucial point about the credibility of Delphi efforts. The Delphi designer who understands the philosophy of his approach and the resulting boundaries of validity is engaged in the practice of a potent communication process. The designer who applied the technique without clarifying these boundaries for the clients or observers is engaged in the process of methodology.³⁹

Significantly, Delphi applications are no longer limited to the "hard sciences" but is being employed and recognized by behavioral sciences as a fundamental planning and educational tool for exploring complex problems affecting society.

³⁹Ibid., p. 586.

CHAPTER III

THEORY AND METHODS

Theory and Hypothesis

This chapter examines the theoretical and methodological measures used to compare the policy orientations of individuals occupying different roles in the administration of women's correctional institutions. The hypothesis follows that: There is a difference in the policy orientations of individuals who occupy different positions in the administration of women's correctional institutions, i.e., Chairpersons of the State Judiciary Committees (or select committees concerning corrections), the directors of the state departments of corrections, and the superintendents—directors of the state women's correctional facilities, concerning the role and function of women's institutions.

The underlying assumptions for this general hypothesis is derived from role theory. Neal Gross, in his book, identifies and explores the problems of consensus on role definition, conformity to expectations, and role conflict resolution and other such central problems of

role analysis.¹ He argues that when reexamining the conceptualizations of role in the social sciences, individuals occupying different positions in external social systems which interpret organizational goals differently, will express different expectations.² These differences are attributed to one's socialization process, social orientation and discipline, situational prerequisites and social pressures and demands of subsystems within the formal organizational system.

This study is based on the assumption that individuals who occupy different positions in the correctional system have different expectations concerning the role of women's correctional institutions in our society. These differences may derive from many different characteristics and concerns which predispose the individuals to assume different desires and expectations.

The differences are perceived as legitimate expectations³ resulting from personal characteristics, i.e.,

¹ Neal Gross, Ward S. Mason, and Alexander W. McEachern, Explorations in Role Analysis: Studies of the School Superintendency Role (New York: John Wiley and Sons, Inc., 1958), p. xi.

² Ibid., p. 132.

³ "Personality Characteristics and the Resolution of Role Conflicts," Public Opinion Quarterly, XVII (1953), 134-135, cited by Neal Gross, Expectations in Role Analysis (New York: John Wiley and Sons, Inc., 1958), pp. 282-283.

authoritarian personality, personal bias, and political, social and cultural orientations which are internalized and brought with them to the position. The differences may also be attributed from factors directly associated with the positions they occupy. These include role obligation, positional status, group pressures and the expected duties describing an achieved position. For example, the legislature is removed from the daily operational needs of the correctional institutions but is directly sanctioned and held accountable by their constituency. Unlike the legislators, the superintendents of the institutions are held responsible for the care and maintenance of the correction's community.

The socialization process of these individual groups supports the assumption that there is a clearly defined and agreed upon set of expectations associated with a position.⁴ Each individual group involved in the administration of correctional institutions will assume a particular position or location in a system or network of social relationships which is defined by both personal and situational characteristics. This position can then be analyzed with respect to the evaluative standards which

⁴Neal Gross, p. 320.

describes the expectations of the individual groups. To test the hypothesis it was necessary to identify a conceptual model which would classify the expectations or opinions of the groups into typologies of correctional philosophy and policy.

The model of correctional policies developed by Vincent O'Leary for the National Council on Crime and Delinquency, was selected for this purpose.⁵ O'Leary's Model was specifically designed to classify correctional policies along two dimensions: 1. emphasis on the offender, and 2. emphasis on the community. Using this approach O'Leary identified four types of correctional programs.⁶ (See Figure 1).

Figure 1

Model of Correctional Policies.

Emphasis	High	REHABILITATION	REINTEGRATION
on the	↑		
Offender	Low	RESTRAINT	REFORM

Low → High
Emphasis on Community

⁵Vincent O'Leary, Correctional Policy Inventory: A Survey of Correctional Philosophy and Characteristic Methods of Dealing with Offenders (New Jersey: National Council on Crime and Delinquency, [1970]), p. 1.

⁶Ibid., p. 2.

It should be noted that this model characterizes the policy orientations of correctional organizations regardless of differences among individual members. It must also be emphasized that while four kinds of correctional policies are addressed in the subsequent section as being independent of each other, we would be remiss if we did not recognize the various combinations existing in the correctional system.

The four correctional policies (i.e., reform rehabilitation, restraint, reintegration), and their cell characteristics are examined to permit us to identify the type of correctional policy that is being followed.⁷

REFORM: Low Offender / High Community

The basis for this classification system is correctional compliance. Advocates of this philosophy feel their task is to induce law-abiding behavior by requiring the observance of community standards. Behavioral molding or change is induced by imposing rewards and punishment on behavior. Typically, control is authoritarian and the prison situation is used to instill right habits by following a rigid conforming routine.

⁷Ibid., pp. 2-5.

While staff are generally firm but fair, they are not required to be highly educated. But, they must be good administrators dedicated to the ideals and values of society.

The offenders indulge in few rights within this system. In fact, legal intervention is adamantly opposed by staff.

REHABILITATION: High Offender / Low Community

The basis for the second classification policy, rehabilitation, is correctional identification defined by programs which stress the medical model. This approach substitutes the "sick" label for the stigma of the criminal label. Thus, the language is one of diagnosis and prognosis and an image of criminality as a personal disability.

For the most part the staff are therapist or skilled practitioners who work with inmates in individualized programs charged with the responsibility of maintaining a peaceful atmosphere. Particularly, this model broadens the gap between treatment and custodial staff in the belief that therapy is in the sphere of trained professionals.

Like the reform model, the rehabilitation staff object to legal intervention because they feel the adversarial approach interferes with the therapeutic milieu.

RESTRAINT: Low Offender / Low Community

The third correctional policy discussed is the restraint model. This model is simplistic in that it merely accepts people the court refers. Treatment is essentially control.

Staff have the responsibility of observing and controlling inmates. Legal interventions are again discouraged because the adversary process disrupts the orderly routine of the organization.

REINTEGRATION: High Offender / High Community

Correctional internalization is the primary correctional concern with the final classification policy, reintegration. This system attempts to place emphasis on coping simultaneously with community standards and offender attitudes. A range of alternatives is designed to enable offenders to deal better with reality. The reintegration model promotes changes within the institutional structures to provide opportunities for offenders.

Treatment is community supervision. All staff represent change agents valued for their skills. Unlike the other models, legal actions are encouraged by both staff and offenders.

The application of this model of correctional policy to the field of female corrections provided the con-

ceptual means by which to classify the policy orientations of the three groups of participants.

This model, however, was contingent upon a method to collect the variables for study from groups of informed individuals in the corrections related fields. It was hoped that from the feedback, would emerge different program expectations and policy orientations which could be perceived as a direct effect of diverse professional characteristics and concerns.

Thus, the theory of role concept is salient to our explanation of the group's expectations, and provides us with a theoretical framework for the analysis of the social system. Certainly, the group's orientation and exposure to the complexities of the social system significantly influence their resulting expectations on how they perceive the role of women's institutions. For example, it would be expected that the superintendents would be supportive of the reintegration approach to correctional programs, advocating advanced treatment and vocational programs. Legislators, unlike the superintendents who have a self interest in the correctional institutions, are more strongly influenced by correctional trends which subscribe to a particular correctional policy for correctional institutions, i.e., restraint.

Research Methods

The study is designed to compare the policy orientations of individuals who occupy three diverse positions in the correctional system, i.e., state legislators, directors of state department of corrections and superintendents—directors of women's correctional institutions. The primary data collection method was a modified version of the Delphi technique which attempts to make use of informed intuitive judgments by identified experts in a given field of study about the future condition of the field.⁸

Delphi is a group communication process with utilizes written responses as opposed to bringing individuals together in face-to-face contact. It is a means for employing the informed judgments of a number of influential individuals in order to improve the quality of decision making.⁹ Delphi lets people remain anonymous in their responses.

The Delphi process employs a series of questionnaires. The first questionnaire asks individuals to respond to a

⁸Margaret Ann Jetter, "The Roles of the School Library Media Specialist in the Future: A Delphi Study" (Ph.D. dissertation, Michigan State University, 1972), p. 62.

⁹Andre L. Delbecq, Andrew H. Van de Ven and David H. Gustafson, Group Techniques for Program Planning (Glenview, Illinois: Scott Foresman and Company, 1972), p. 89.

broad question by providing their own ideas and judgments concerning the role and function of women's correctional institutions. Each subsequent questionnaire is interspersed with information and opinion feedback obtained from the preceding questionnaire. The process stops when consensus has been approached among participants or when sufficient information has been obtained. This procedure for collecting data was devised by Olaf Helmer to offset the several undesirable aspects of group discussion, a commonly used technique for determining expert opinion.¹⁰

The benefits accrued from the use of this technique include: Adequate time for thinking and reflection so as not to choose ideas prematurely; flexibility in allowing participants to respond at the most convenient time; the benefit of remaining problem or task oriented; avoidance of competition, dominance and group pressure for conformity; opportunity to identify areas of consensus and dissensus and it contributes to an early examination of emerging priorities.¹¹

¹⁰Delphi, Rand Corporation (1967) cited by Andre L. Delbecq, Andrew H. Van de Ven, and David H. Gustafson, Group Techniques for Program Planning (Glenview, Illinois: Scott Foresman and Company, 1972), p. 83.

¹¹Delbecq, pp. 90, 97.

Olaf Helmer in his Treatise on Delphi methodology entitled, Social Technology strongly advocates the need for "systematic use of expertise."¹² Expert judgment defined by Helmer is either derived from explicit application of existing theories or it may be highly intuitive in character and based on insights that although no less reliable, may have thus far defied articulation within a theoretical framework.

Helmer believes that expert opinion should be used whenever it becomes necessary to choose among several alternative courses of action in the absence of an accepted body of theoretical knowledge that would clearly single out one course as the preferred alternative until satisfactory theoretical studies or policy actions are available.

He concludes saying:

Often, a decision maker may find himself at the state of the art, and he may have to rely heavily on whatever expert judgment may be available, rather than on a solid (nonexistent) theory. His model is therefore apt to be ad hoc, tentative (that is, subject to modification and improvement), future directed, and policy oriented. Frequently the reliability of such a model may leave much to be desired; yet its justification should derive from the fact that recommended actions based on it have a good chance of being more appropriate than actions selected without use of the model.¹³

¹²Olaf Helmer, "Report on a Long-Range Forecasting Study," Social Technology (New York: Basic Books, Inc., Publishers, 1966), p. 45.

¹³Ibid., p. 85.

Delphi has been applied as a method to elicit the opinions and judgments of individuals involved in the administration of women's correctional institutions. The sample of individuals participating in the study represent those individuals who have a significant impact on the developmental role and direction of decision and policy making for women's institutions, i.e., state legislatures, superintendents—directors of state women's correctional facilities and the directors of the state department of corrections. The group's responses to the projected role of women's correctional institutions provide valuable information concerning what experts in the field of female corrections determine should happen to women's correctional institutions in the future.

This enables us to objectively examine differences in the groups which might impede efforts to best achieve the desired future status of women's correctional institutions.

Selection of Participants

Two hundred individuals considered to be experts on the issues of female corrections and who were influential in determining the direction of future policy and program planning for women's correctional institutions were selected to participate in the study.

It was determined that the individuals should be selected from three areas of professional specialization:

1. Superintendents of all women's institutions listed in the American Correctional Association of Federal Prisons of which there are approximately 50.
2. Directors of the Department of Corrections; this number includes fifty plus the Federal Department of Corrections, D.C.
3. Chairpersons of the state legislature or select committees concerning judiciary committees on corrections which constitutes approximately 100 individuals.

Data in Table 3.2 report the total number of responses according to group specification.¹⁴

Table 3.1

PARTICIPANTS IN STUDY ACCORDING TO PROFESSIONAL CATEGORIES

Professional Categories	Number of Participants Sent Questionnaires	Number of Participants Who Returned Questionnaires
Directors, Department of Corrections	50	24
Superintendents of State Women's Institutions	50	25
Chairperson of State Legislature	100	12
Total	200	61

¹⁴The total number of returned responses from the chairpersons of the state judiciary committees (or select committees concerning corrections) was 12. The extremely low response rate is attributed to the fact that the questionnaires were mailed in July, 1975, when the legislature had recessed for the duration of the summer.

Procedure of Study

The format of the Delphi questionnaires and the process by which they were distributed is discussed in detail below (see Figure 2).

Figure 2

Format of Delphi Questionnaires Requesting Informational Input by Participants

Questionnaire I asks participants to suggest future roles for the adult women's correctional facility.

Questionnaire II asks the participants to rate each of these roles on a scale to indicate their perception of the importance of the role in the functioning of the women's facility in the future.

Questionnaire III asks the participants to review the data and to revise any rating to indicate agreement or disagreement with the group opinion.

Phase One

The study was commenced on July 25, 1975. A cover letter explaining the Delphi process (Appendix A), accompanied by an open ended questionnaire (Appendix B), was mailed to the three groups of participants asking them to

participate in the study by identifying issues concerning the role of women's institutions in the future (ten year time span).

Phase Two

The participants responded to this request and provided separate items concerning the future role of women's corrections. The large number of items received could not all possibly be included in the second phase of the Delphi study. Because of this, the original items were separately analyzed by the three project staff members who each attempted to classify each item by its primary substantive content.¹⁵ Staff members then met to compare their categorization of items in order to eliminate gross duplication of ideas. This process led to a reduced list of fifty-seven items, most of which retained the original wording of the respondents.

This reduced list of fifty-seven role statements provided the basis for the second phase of the Delphi study.

¹⁵Project staff members include: John F. Brooks, Project Director; Ralph G. Lewis, Ed.d, Research Director; John H. McNamara, Ph.D., Coordinator Criminal Justice Systems Center. Study conducted by the Criminal Justice Systems Center of Michigan State University for the Michigan Department of Corrections, and Michigan Task Force on the status of women offenders in Michigan.

An example of a few of the items identified by the first round of questionnaires include:

(1) The women's facility will play a diagnostic and evaluative role for placement, sentencing alternatives, service brokerage, and overall determination of correctional options for the individual.

(2) The institution will fulfill its correctional role by teaching skill training (including non-traditional, female skills) in viable positions in society.

(3) The adult women's correctional facility will play a security-oriented role as more diverse types of offenders are committed.

Appendix C provides a complete copy of the questionnaire that was sent to the second phase respondents. The reader should note that this second questionnaire solicited opinions concerning both the desirability each respondent associated with each item and their estimates as to the probability that women's correctional programming would actually develop in that direction over the next ten years. This was done in order to provide some balance to the tendency of individuals to expose programs which have limited political feasibility for implementation.

The second questionnaire asked the respondents to rate each of the fifty-seven identified items in relative terms (i.e., desirability, probability), using a Likert-type 5-point scale ranging from a high of one to a low of five (see Table 3.2).

Table 3.2
Sample Role Statements
of
Second Delphi Questionnaire

Role Statement	Desirability	Probability
The women's institution will be small, community based, utilizing local community resources	1 2 3 4 5	1 2 3 4 5
	1 2 3 4 5	1 2 3 4 5
	1 2 3 4 5	1 2 3 4 5

Returns from the second phase questionnaire were processed and the frequency distribution of the responses for each item were calculated. These figures became the basis for a third round questionnaire which was designed to give respondents an opportunity to revise their ratings of items and to provide us the opportunity to explore the develop-

ment of consensus or dissensus between the respondents. The letter and questionnaire requesting participation in the third round appear in Appendix D. Contrary to expectations, the changes in item ratings were fairly small. The comparable mean ratings on questionnaire II and III appear in Table 3.3. Even more important, however, almost 10% of the participants failed to respond to the third round.

Table 3.3
Comparable Mean Ratings
of
Delphi Questionnaires II and III

Role Statements	Desirability		Probability	
	\bar{X} Phase II	\bar{X} Phase III	\bar{X} Phase II	\bar{X} Phase III
1. The institution will make greater use of placements of offenders in volunteer roles in community programs/agencies.	2.14	2.12	3.07	2.98
2. The women's institution will be small, community based-utilizing local community resources.	1.30	1.33	3.00	3.03
3. The institution will make greater use of placement of offenders with families in the local communities.	2.59	2.64	3.71	3.69

Table 3.3 (continued)

Role Statements	Desirability		Probability	
	\bar{X} Phase II	\bar{X} Phase III	\bar{X} Phase II	\bar{X} Phase III
4. Community based facilities (half-way houses, group homes, area centers, etc.) will be utilized for all female offenders who are not considered a "risk" to society.	1.36	1.37	2.86	2.83
5. The women's institution will provide a continuum of increased/intensive after-care through approved community programs, closer parole supervision, half-way placement prior to release, "out-patient" services for ex-offenders, etc.	1.41	1.41	2.55	2.56
6. The women's institution will be a social problem oriented facility serving to coordinate services on specific female problems, as well as general social competence, awareness and responsibility for adjustment into society.	1.93	1.90	2.98	2.97
7. The women's facility will be a base station utilizing community support services and programs brought into the institution (versus a purchase of care concept from the community through furlough/release).	2.86	2.85	3.09	3.07

Table 3.3 (continued)

Role Statements	Desirability		Probability	
	\bar{X} Phase II	\bar{X} Phase III	\bar{X} Phase II	\bar{X} Phase III
8. Women's institutions will use medical, psychological, social and educational techniques for experimentation and demonstration concerning the conversion of persons into socially acceptable models.	2.98	1.31	3.60	2.54
9. Women's correctional facilities will place intensive and increased emphasis on job training, development and placement after incarceration (including non-traditional female positions, e.g., welding, automotive, etc.)	1.61	1.56	2.61	2.57
10. The women's institution, as well as the entire correctional system, will utilize more sophisticated planning, research, development, and evaluation in determining goals, objectives and alternatives in assessing its needs and making its decisions.	1.21	1.43	2.61	2.79
11. Programming opportunities in women's institutions will be equal to those available in men's facilities.	1.23	2.48	2.71	3.05
12. The women's institution will house and program for offenders making restitution to injured parties and society as sentenced by the courts.	1.86	1.48	2.81	2.62

Table 3.3 (continued)

Role Statements	Desirability		Probability	
	\bar{X} Phase II	\bar{X} Phase III	\bar{X} Phase II	\bar{X} Phase III
13. The parole function will be eliminated as structured and revert to a service providing after-care component of the women's institution.	2.59	1.75	3.68	3.12
14. The women's correctional institution will house individuals for short sentences, utilize intensive programming, returning the individual to society at the quickest possible pace.	1.91	1.95	3.38	2.97
15. The institution will replace its role of "rehabilitation" with the concept of "self-help" as reflected in the availability of self-help programming.	1.78	2.60	2.91	2.40
16. The women's facility will exist only to contain the small number of women who need long-term, high security incarceration.	2.29	1.92	3.23	3.49
17. Because of economic, legal, and philosophical considerations, the women's prison of today (as structured in 1975) will be abolished, or in the process of being phased out, in 10 years.	2.80	1.49	4.16	2.41

Table 3.3 (continued)

Role Statements	Desirability		Probability	
	\bar{X} Phase II	\bar{X} Phase III	\bar{X} Phase II	\bar{X} Phase III
18. The institution will fulfill its correctional role by teaching skill training (including non-traditional, female skills) in viable positions in society.	1.70	2.61	2.89	3.43
19. The institutional role will be enhanced by government guaranteed job opportunity in all cases where private employment is unavailable.	3.00	3.30	4.14	3.57
20. The adult women's correctional facility will play a role of custody, warehousing female felons.	4.12	2.03	3.25	2.97
21. Through programming, legislation, and judicial process, the drug offender, first offender, and victimless crime offender will be diverted from the women's institution resulting in only dangerous and recidivist offenders being housed within.	1.73	3.13	3.18	3.69
22. The women's facility will play a diagnostic and evaluative role for placement, sentencing alternatives, service brokerage, and overall determination of correctional options for the individual.	1.73	3.73	2.96	3.12

Table 3.3 (continued)

Role Statements	Desirability		Probability	
	\bar{X} Phase II	\bar{X} Phase III	\bar{X} Phase II	\bar{X} Phase III
23. Diversion by many factors will result in the women's facility fulfilling its role through a small, multistate regionalized facility.	2.87	3.56	3.89	2.46
24. Continued economic considerations on society coupled with court and legislative decisions will make the women's facility larger (population) and more complex in its role.	3.96	3.20	2.52	2.54
25. Women's corrections in the future will move toward full participation with other components of the Criminal Justice System. (Developing cooperative preventive efforts to impact social policy, working with offenders, and integrating correctional services with other community support-systems (medical, psychiatric, counseling, etc.) thus guaranteeing a continuity of services to correctional clients.	1.30	2.89	2.57	2.87
26. The women's facility will fulfill the correctional role by imposing no more control than is necessary to insure inmate/public safety and the achievement of program objectives.	1.59	2.74	2.63	2.77

Table 3.3 (continued)

Role Statements	Desirability		Probability	
	\bar{X} Phase II	\bar{X} Phase III	\bar{X} Phase II	\bar{X} Phase III
27. The women's institution in the future will work towards maintaining family relationships, by fostering family participation in the correctional-rehabilitation process.	1.45	2.90	2.86	2.42
28. The women's institution will fill its correctional role through use of legally binding contracts governing programming, responsibilities and release considerations.	2.52	1.53	3.09	3.10
29. There will be advanced treatment involved for female offenders-counseling, psychological and psychiatric.	1.45	1.66	2.64	2.93
30. The adult women's correctional facility will house only felony offenders committed for assaultive-type offenses and considered dangerous, and the professional offender in order to fulfill the role of protecting society from those females who present too much risk to be retained in the community.	1.73	3.44	3.11	4.28

Table 3.3 (continued)

Role Statements	Desirability		Probability	
	\bar{X} Phase II	\bar{X} Phase III	\bar{X} Phase II	\bar{X} Phase III
31. The institution will utilize community resources by daily release of offenders to purchased services (education, mental health, family counseling, etc.) rather than duplicate such services within the institution.	1.95	2.12	2.96	3.21
32. The institution will exist to play a role of punishment for crimes against society.	3.55	2.95	2.42	3.61
33. The adult women's correctional facility will play a security-oriented role as more diverse types of offenders are committed.	3.18	1.59	2.52	2.57
34. The correctional facility will provide training for the large majority of offenders (60-80%) with the remainder housed for custody only (A no programming option for the inmate).	2.84	1.21	2.82	2.53
35. The institution will encounter a slow movement toward actual "rehabilitation" of female offenders.	2.75	1.23	2.80	2.71
36. The women's institution will serve as a sanction in order to fulfill role of general deterrence.	2.92	1.87	2.46	2.85

Table 3.3 (Continued)

Role Statements	Desirability		Probability	
	\bar{X} Phase II	\bar{X} Phase III	\bar{X} Phase II	\bar{X} Phase III
37. The women's facility will play the role of a goal oriented treatment center addressing the needs of women as individuals with need variances.	1.54	2.61	3.12	3.64
38. The women's correctional facility of the future will provide a structured social environment paralleling that of the "outside world." (This will include physical plant adaptation to be less "prison like," diversified social work, economic, recreational, and cultural activities.	1.61	1.90	2.95	3.36
39. The correctional institution for women will provide a structured self-government system which requires few employees. (Control and management will be the responsibility of those individuals incarcerated.)	3.36	1.89	4.23	2.90
40. The women's institution will integrate program activities with male correctional facilities in order to equalize program opportunities (not a co-ed facility).	2.13	4.08	3.29	3.56
41. The institution will again play a role of carrying out death penalty sentences for specific offenders/crimes.	4.20	2.75	3.71	3.89

Table 3.3 (Continued)

Role Statements	Desirability		Probability	
	\bar{X} Phase II	\bar{X} Phase III	\bar{X} Phase II	\bar{X} Phase III
42. The women's institution will make available living arrangements for children of women incarcerated who desire family-oriented treatment.	2.68	1.21	3.89	2.10
43. The institution of the future will make more use of furlough and work/study release programs as a part of its correctional programming.	1.10	3.93	2.07	3.08
44. The institution will remain stable in size and population, however the length of sentence for the individual will increase.	4.00	3.07	3.00	3.62
45. The women's institution will fulfill its correctional role by becoming a co-ed facility in order to gain greater program options and resources that are not affordable in small women's facilities.	2.98	1.74	3.63	2.90
46. The women's institution will move towards developing more specific intervention techniques for specific offender types according to improved diagnostic and classification systems.	1.75	2.07	2.93	3.18
47. Differential facilities (e.g. custody only unit, maximum security, minimum security, mental health units, drug unit, etc.) and differential treatment will exist according to crime/offender typology.	2.04	4.54	3.21	2.89

Table 3.3 (Continued)

Role Statements	Desirability		Probability	
	\bar{X} Phase II	\bar{X} Phase III	\bar{X} Phase II	\bar{X} Phase III
48. Due to many factors (e.g., public apathy, small number of women offenders, lack of economic support, other government priorities, etc.) there will be little or no change in the role of the adult women's correctional facility in 10 years.	4.59	2.25	2.84	3.30
49. Female felons (with exception of "dangerous"/"hard core" offenders) will be handled at local level facilities subject to standards imposed by the state and regulated through subsidies.	2.24	2.28	3.29	3.21
50. The women's institution of the future will utilize more inmate services to reduce system maintenance costs (e.g., food production, laundry maintenance, supervision, etc.)	2.64	2.87	2.44	4.20
51. The correctional institutions for women will be small (detention) units in the future, decentralized throughout the state.	1.89	1.72	3.45	2.90
52. The women's institution will provide a broader span of academic and vocational education programs than provided in 1975.	1.52	2.98	2.41	4.12

Table 3.3 (Continued)

Role Statements	Desirability		Probability	
	\bar{X} Phase II	\bar{X} Phase III	\bar{X} Phase II	\bar{X} Phase III
53. The women's correctional facility will become a miniature social, political and economic institution, having increased recognition and growing influence in society. (Its residents will recognize their common problems and increase their identification with similar social organizations in the community. Greater organization and independence among the women housed therein will be witnessed.	2.59	4.08	3.43	3.25
54. The courts will take a role in the correctional process by developing a community classification system for offender handling, as well as being the determinant of release of inmates in conjunction with the institution.	3.34	4.08	3.63	3.15
55. The institution will play a role of determining release for women based on identifiable behavioral changes in the inmate (having received sentences with indeterminant release).	2.02	1.72	3.00	2.93
56. The adult women's correctional facility in 1985 will be regionalized (serving multi-states), with a small population of intractable offenders.	3.12	2.87	3.70	3.85

Table 3.3 (Continued)

Role Statements	Desirability		Probability	
	\bar{X} Phase II	\bar{X} Phase III	\bar{X} Phase II	\bar{X} Phase III
57. The women's institution will service more clients with flat sentences-with no chance of early release or parole.	3.73	3.88	3.14	2.50

Because the study was focused on what experts felt the role and function of women's institutions should be, we decided it was more important to maximize the number of respondents rather than to concern ourselves with the study of the consensus process. We then decided to utilize the results from the second phase questionnaire. In addition, we also decided to ignore the issue of probability and to focus the present study on the desirability of various correctional policies. This decision was made because it was felt that the issue of desirability would provide data concerning what administrators felt were the most important concerns for women's correctional institutions in the future. Unlike the desirability, the issue of probability would be affected by internal political concerns. Clearly, if a significant percent of individuals

viewed an item as very desirable, the information would become an important planning guide for addressing the issue of program planning for women's correctional institutions.

CHAPTER IV

RESEARCH DESIGN

The primary data for this study—the results of the second round Delphi questionnaire—were the ratings of the fifty-seven role statements concerning the role and function of women's correctional institutions in the future. Table 4.1 presents the overall mean scores and standard deviations associated with each item in the order of their priority rank. The table also records the mean rating scores assigned to the items by each individual group.

Table 4.1

Desired Roles for Women's Correctional Institutions
According to Priority Rank (Delphi II)

Item	\bar{X}	SD	\bar{X} Direc- tor	\bar{X} Super- inten- dents	\bar{X} Legis- latures
The institution of the future will make more use of furlough and work/study release programs as a part of its correctional programming.	1.21	.551	1.13	1.20	1.42

Table 4.1 (continued)

Item	\bar{X}	SD	\bar{X} Direc- tor	\bar{X} Super- inten- dents	\bar{X} Legis- la- tures
The women's institution as well as the entire correctional system, will utilize more sophisticated planning, research, development, and evaluation in determining goals, objectives and alternatives in assessing its needs and making its decisions.	1.21	.451	1.17	1.20	1.33
Programming opportunities in women's institutions will be equal to those available in men's facilities.	1.23	5.60	1.21	1.24	1.25
Women's corrections in the future will move toward full participation with other components of the Criminal Justice System. Developing cooperative preventive efforts to impact social policy working with offenders, and integrating correctional services with other community support-systems (medical, psychiatric, counseling, etc.) thus guaranteeing a community of services to correctional clients.	1.31	.593	1.08	1.28	1.83
The women's institution will be small, community based utilizing local community resources.	1.33	.625	1.33	1.32	1.33

Table 4.1 (continued)

Item	\bar{X}	SD	\bar{X} Direc- tor	\bar{X} Super- inten- dents	\bar{X} Legis- la- tures
Community based facilities (halfway houses, group homes, area centers, etc.) will be utilized for all female offenders who are not considered a "risk" to society.	1.37	.712	1.29	1.29	1.67
The women's institution will provide a continuum of increased/intensive after care through approved community programs, closer parole supervision, half-way placement prior to release, "out-patient" offenders, etc.	1.41	.739	1.38	1.24	1.83
The women's institution in the future will work towards maintaining family relationships, by fostering family participation in the correctional-rehabilitation process.	1.43	.784	1.45	1.28	1.67
There will be advanced treatment involved for female offenders-counseling, psychological and psychiatric.	1.48	.648	1.58	1.36	1.50
The women's institution will provide a broader span of academic and vocational education programs than provided in 1975.	1.49	.788	1.54	1.48	1.42

Table 4.1 (continued)

Item	\bar{X}	SD	\bar{X} Direc- tor	\bar{X} Super- inten- dents	\bar{X} Legis- la- tures
The women's facility will play the role of a goal oriented treatment center addressing the needs of women as individuals with need variances.	1.53	.849	1.38	1.44	2.00
Women's correctional facilities will place intensive and increased emphasis on job training, development and placement after incarceration (including non-traditional female positions; e.g., welding, automotive, etc.)	1.56	1.041	1.33	1.56	2.00
The women's facility will fulfill the correctional role by imposing no more control than is necessary to insure inmate/public safety and the achievement of program objectives.	1.59	.692	1.71	1.40	1.75
The women's correctional facility of the future will provide a structured social environment paralleling that of the "outside" world. (This will include physical plant adaptation to be less "prison like," diversified social, work, economic, recreational, and cultural activities).	1.66	.793	1.58	1.56	2.00

Table 4.1 (continued)

Item	\bar{X}	SD	\bar{X} Direc- tor	\bar{X} Super- inten- dents	\bar{X} Legis- la- tures
The women's facility will play a diagnostic and evaluative role for placement, sentencing alternatives service brokerage, and overall determination of correctional options for the individual.	1.72	.897	1.63	1.80	1.75
The institution will fulfill its correctional role by teaching skill training (including non-traditional female skills) in viable positions in society.	1.72	.951	2.00	1.48	1.67
The women's institutions will move towards developing more specific intervention techniques for specific offender types according to improved diagnostic and classification systems.	1.74	.835	1.58	1.64	2.25
The adult women's correctional facility will house only felony offenders committed for assaultive-type offenses and considered dangerous and the professional offender in order to fulfill the role of protecting society from those females who present too much risk to be retained in the community.	1.75	.888	1.67	1.84	1.75

Table 4.1 (continued)

Item	\bar{X}	SD	\bar{X} Direc- tor	\bar{X} Super- inten- dents	\bar{X} Legis- la- tures
The women's institution will house and program for offenders making restitution to injured parties and society as sentenced by the courts.	1.87	1.23	2.13	1.68	1.75
The institution will replace its role of "rehabilitation" with the concept of "self-help" as reflected in the availability of the self-help programming.	1.89	.968	2.13	1.60	2.00
The women's correctional institution will house individuals for short sentences, utilize intensive programming, returning the individual to society at the quickest time possible.	1.90	1.08	1.71	2.08	1.92
The women's institution will be a social problem oriented facility serving to coordinate services on specific female problems as well as general social competence, awareness and responsibility for adjustment into society.	1.90	.995	1.71	1.96	2.17
The correctional institutions for women will be small (detention) units in the future, decentralized throughout the state.	1.92	1.22	1.83	1.96	2.00

Table 4.1 (continued)

Item	\bar{X}	SD	\bar{X} Direc- tor	\bar{X} Super- inten- dents	\bar{X} Legis- la- tures
The institution will utilize community resources by daily release of offenders to purchased services (education, mental health, family counseling, etc.) rather than duplicate such services within the institution.	1.95	1.12	1.88	1.96	2.08
The institution will play a role of determining release for women based on identifiable behavioral changes in the inmate (having received sentences with indeterminant release).	2.03	1.22	2.21	1.96	1.83
Differential facilities (e.g., custody only unit, maximum security, minimum security, mental health units, drug unit, etc.) and differential treatment will exist according to crime/offender typology.	2.07	.981	2.50	1.80	1.75
The institution will make greater use of placements of offenders in volunteer roles in community programs/agencies.	2.12	1.07	1.92	2.40	1.92
The women's institution will integrate program activities with male correctional facilities in order to equalize program opportunities.	2.12	1.03	2.13	2.04	2.25

Table 4.1 (continued)

Item	\bar{X}	SD	\bar{X} Director	\bar{X} Superintendents	\bar{X} Legislatures
Female felons (with exception of "dangerous" hard-core offenders) will be handled at local level facilities subject to standards imposed by the state and regulated through subsidies.	2.25	1.14	2.26	2.04	2.67
The women's facility will exist only to contain the small number of women who need long-term high security incarceration.	2.28	1.25	2.25	2.24	2.42
The women's institution will fill its correctional role through use of legally binding contracts governing responsibilities and release considerations.	2.48	1.16	2.38	2.68	2.25
The women's institution of the future will utilize more inmate services to reduce system maintenance costs (e.g., food production, laundry, maintenance, supervision, etc.)	2.60	1.30	2.57	2.72	2.42
The parole function will be eliminated as structured and revert to a service providing after-care component of the women's institution.	2.61	1.31	2.88	2.16	3.00

Table 4.1 (continued)

Item	\bar{X}	SD	\bar{X} Direc- tor	\bar{X} Super- inten- dents	\bar{X} Legis- la- tures
The women's correctional facility will become a miniature social, political and economic institution, having increased recognition and growing influence in society. (Its residents will recognize their common problems and increase their identification with similar social organizations in the community. Greater organization and independence among the women housed therein will be witnessed.)	2.61	1.24	2.71	2.44	2.75
The institution will make greater use of placement of offenders with families in the local communities.	2.64	1.23	2.83	2.68	2.17
The institution will encounter a slow movement toward actual "rehabilitation" of female offenders.	2.74	1.41	2.96	2.72	2.33
The women's institution will make available living arrangements for children of women incarcerated who desire family-oriented treatment.	2.75	1.50	2.88	2.44	3.12
The women's facility will be a base station utilizing community support services and programs brought into the institution (versus a purchase of care concept from the community through furlough/release).	2.85	1.17	2.92	2.88	2.67

Table 4.1 (continued)

Item	\bar{X}	SD	\bar{X} Direc- tor	\bar{X} Super- inten- dents	\bar{X} Legis- la- tures
Diversion by many factors will result in the women's facility fulfilling its role through a small multi-state regionalized facility.	2.87	1.44	2.71	3.08	2.75
Because of economic, legal, and philosophical considerations, the women's prison of today (as structured in 1975) will be abolished, or in the process of being phased out, in 10 years.	2.87	1.25	2.95	3.04	2.75
The correctional facility will provide training for the large majority of offenders (60-80%) with the remainder housed for custody only (A no programming option for the inmate.)	2.89	1.55	3.17	2.48	3.17
The women's institution will serve as a sanction in order to fulfill role of general deterrence.	2.90	1.38	2.87	2.77	3.17
The women's institutions will use medical, psychological, social and educational techniques for experimentation and demonstration concerning the conversion of persons into socially acceptable models.	2.95	1.33	2.96	2.96	2.92
The institution role will be enhanced by government guaranteed job opportunity in all cases where private employment is unavailable.	2.98	1.40	2.83	3.32	2.58

Table 4.1 (continued)

Item	\bar{X}	SD	\bar{X} Direc- tor	\bar{X} Super- inten- dents	\bar{X} Legis- la- tures
The women's institution will fulfill its correctional role by becoming a co-ed facility in order to gain greater program options and resources that are not affordable in small women's facilities.	3.07	1.45	2.63	3.28	3.50
The adult women's correctional facility in 1985 will be regionalized (serving multi-states with a small population of intractable offenders).	3.13	1.51	2.86	3.44	3.00
The adult women's correctional facility will play a security-oriented role as more diverse types of offenders are committed.	3.20	1.11	3.46	2.72	3.67
The courts will take a role in the correctional process by developing a community classification system for offender handling, as well as being the determinant of release of inmates in conjunction with the institution.	3.30	1.40	3.50	3.24	3.00
The correctional institution for women will provide a structured self-government system which requires few employees. (Control and management will be the responsibility of those individuals incarcerated.)	3.44	1.29	3.38	3.60	3.25
The institution will exist to play a role of punishment for crimes against society.	3.56	1.44	3.52	3.60	3.50

Table 4.1 (continued)

Item	\bar{X}	SD	\bar{X} Direc- tor	\bar{X} Super- inten- dents	\bar{X} Legis- la- tures
The women's institution will service more clients with flat sentences-with no chance of early release or parole.	3.73	1.25	3.67	3.56	4.25
Continued economic considerations on society coupled with court and legislative decisions will make the women's facility larger (population) and more complex in its role.	3.88	1.21	4.38	3.67	3.33
The institution will remain stable in size and population, however, the length of sentence for the individual will increase.	3.93	1.19	3.78	3.96	4.17
The institution will again play a role of carrying out death penalty sentences for specific offenders/crimes.	4.08	1.30	4.25	4.00	3.92
The adult women's correctional facility will play a role of custody, warehousing female felons.	4.08	1.14	4.29	3.92	4.00
Through programming, legislation, and judicial process, the drug offender, first offender, and victimless crime offender will be diverted from the women's institution resulting in only dangerous and recidivist offenders being housed within.	4.08	.874	1.58	1.88	1.75

Table 4.1 (continued)

Item	\bar{X}	SD	\bar{X} Direc- tor	\bar{X} Super- inten- dents	\bar{X} Legis- la- tures
Due to many factors (e.g., public apathy, small number of women offenders, lack of economic support, other government priorities, etc.) there will be little or no change in the role of the adult women's correctional facility in 10 years.	4.54	.923	4.63	4.52	4.42

Looking at this table it is very difficult to identify or interpret any consistent pattern concerning the overall policy orientations of correctional administrators, let alone identify differences between the incumbents of the diverse positions. For example, the highest ranked item is characterized by the increased use of furlough and work/study release programs in correctional programming. This statement sounds as if it is supportive of the reintegration policy. On the other hand it could be classified as a rehabilitative approach.

In order to develop a policy classification scheme and to reduce the actual number of variables included in the analysis, two distinct efforts were employed: an item classification approach and a factor analysis of all

fifty-seven items solicited from the participants in the study. Each approach is discussed separately within this chapter.

Classification Model

In order to utilize the correctional policy model developed by O'Leary, a questionnaire was adapted to classify the fifty-seven role statements into correctional policy categories (see Appendix E). This questionnaire listed the fifty-seven role statements and asked student respondents to rate each statement on two dimensions: (1) emphasis on the offender, and (2) emphasis on the community. We anticipated that this step would enable us to fit each statement into one of the correctional policy categories, i.e., reform, reintegration, restraint, rehabilitation. To maximize the opportunity for variation in the responses, the role statements were rated on a scale ranging from one to five (1=low, 5=high). Table 4.2 presents a brief version of the actual questionnaire used during this process.

Table 4.2

Sample of Questionnaire Measuring Correctional Policies
[Step I - Emphasis on Offender]

Role Statement	Emphasis on Individual Offender				
The women's institution will be small, community based-utilizing local community resources.	1	2	3	4	5

[Step 2 - Emphasis on Community]

Role Statement	Emphasis on Community				
The women's institution will be small, community-based - utilizing local community resources.	1	2	3	4	5

Specifically, each student participant was first asked to rate each item in terms of its emphasis on the individual and then to repeat the process concerning its emphasis on the community. To avoid planned responses, the ordered role statements in Step I did not correspond with the ordered role statements in Step II. For example, statement one on the offender questionnaire equalled statement sixty-two on the community questionnaire.

A. Selection of Raters

The questionnaires were distributed in April, 1976, to a class of ninety undergraduate students within the School of Criminal Justice at Michigan State University. It was the researcher's belief that these individuals possessed both the theoretical and practical abilities to understand the rather complex model of correctional policy developed by O'Leary. Thus, the participants

acted as a valid measuring index for the identified Delphi role statements.

The correctional policy model questionnaire was distributed during class time and the raters were asked to return the completed score sheet within four days to the researcher. Fifty-nine students from a total sample of ninety, responded by completing and returning the questionnaires.

To maximize participation the student raters were given class points for their efforts. For similar reasons, the researcher emphasized the importance of their candid responses and assured the individuals that the results of the study would be made available to them. (Unfortunately, before the results could be computed and analyzed the class sessions had terminated.)

Methodological weaknesses exist in all research designs. Those external variables affecting validity and reliability can not always be controlled. For example, the participants mood, weak instrumentation, and questionnaire ambiguity are weaknesses in this study which must be acknowledged.

B. Classification Process

After the items were classified by the raters a joint frequency distribution, cross tabs, was computed to determine the strength of the association of each item

on the two classificatory variables, i.e., emphasis on community, emphasis on individual. A level of measurement, one to five inclusive, was selected to characterize the two variables. Using this approach we can determine, for example, to what extent a high rating on the community variable and a low rating on the individual variable will occur together. (For further statistical analysis it was agreed that the five levels of measurement would be collapsed into three levels, i.e., 1,2=low; 3=medium; and 4,5=high. This gave us a total of nine cells in our table [see Table 4.3].)

Table 4.3

Cross Tabulation Table for Policy Models

	Low	Medium	High	
Emphasis on Individual ↓				Emphasis on Community →

It was anticipated that ideally the majority of the raters would classify the items so that the items fell into four of the nine possible cells. Unless there was polarization, we planned to categorize each item by the cell in which it fell (see Tables 4.4 and 4.5).

Table 4.4

Ideal Cell Distribution of Item Ratings

	Low	Medium	High
Low	60	5	1
Medium	2	4	2
High	4	3	5

Table 4.5

Polarized Table of Item Distributions

	Low	Medium	High
Low	40	2	2
Medium	0	1	0
High	0	0	41

The distribution of the items were then coded against the model of correctional policy. For example, a significant percentage distribution for a particular item (>50%) which was classified as having a low emphasis on the community and a low emphasis on the individual would be considered characteristic of the restraint policy (see Table 4.6).

Table 4.6

Item Distribution on Four Correctional Policies

		Low	Medium	High		
Emphasis on Offender ↓	Low	Restraint		Reform	Emphasis on Community →	
	Medium					
	High	Rehabili- tation		Reinte- gration		

It must be noted that a slight variation of this coding process, which encompassed the distribution of cases falling in the medium range, was necessary to obtain a significant distribution of cases.

Even with this revised version of the model we failed to achieve the kind of consensus among the participants which would classify most of the statements into one of the four distinct categories of correctional policy models, i.e., reform, reintegration, restraint and rehabilitation.

Tables 4.7, 4.8 and 4.9 present the thirty role statements we actually classified according to the correctional policy model. For the convenience of the reader the mean scores of the items in terms of their desirability are presented in this table. (See Table 4.1 for the complete listing of desired values given to the items by the Delphi respondents.)

The proportion of items which fall in each policy classification for which there is a conceptually significant relationship between the items desired for female corrections and the policy model that classifies them are examined according to their separate categories.

Table 4.7
Role Statements Characteristic of the Reintegration Policy

Reintegration Policy	Percentage Distribution	Delphi Results	
Role Statement	By Student Raters	Mean	Rank Order
The women's institution, as well as the entire correctional system, will utilize more sophisticated planning, research, development, and evaluation in determining goals, objectives and alternatives in assessing its needs and making its decisions.	59.7	1.21	1.5
The institution of the future will make more use of furlough and work/study release programs as a part of its correctional programming.	70.7	1.21	1.5
The women's institution will be small, community-based - utilizing local community resources.	63.8	1.33	5

Role Statement	% Distribution	Mean	Rank
Community-based facilities (half-way houses, group homes, area centers, etc.) will be utilized for all female offenders who are not considered a "risk" to society.	74.6	1.37	6
The women's institution will provide a continuum of increased/intensive after-care through approved community programs, closer parole supervision, half-way placement prior to release, "out-patient" services for ex-offenders, etc.	67.8	1.41	7
Women's corrections in the future will move toward full participation with other components of the Criminal Justice System. (Developing cooperative preventive efforts to impact social policy, working with offenders, and integrating correctional services with other community support-systems (medical, psychiatric, counseling, etc.) thus guaranteeing a continuity of services to correctional clients.)	61.1	1.31	8.5
There will be advanced treatment involved for female offenders - counseling, psychological and psychiatric.	52.5	1.48	9
The women's institution will provide a broader span of academic and vocational education programs than provided in 1975.	50.8	1.49	10

Role Statement	% Distribution	Mean	Rank
The women's facility will play the role of a goal oriented treatment center addressing the needs of women as individuals with need variances.	62.1	1.53	11
The women's facility will fulfill the correctional role by imposing no more control than is necessary to insure inmate/public safety and the achievement of program objectives.	59.3	1.56	12
Women's correctional facilities will place intensive and increased emphasis on job training, development and placement after incarceration (including non-traditional female positions, e.g., welding, automotive, etc.).	68.9	1.59	13
The women's correctional facility of the future will provide a structured social environment paralleling that of the "outside world." (This will include physical plant adaptation to be less "prison like," diversified social, work, economic, recreational and cultural activities).	54.3	1.66	14
The institution will fulfill its correctional role by teaching skill training (including non-traditional, female skills) in viable positions in society.	70.7	1.72	15.5
The women's institution will move towards developing more specific intervention techniques for specific offender types according to improved diagnostic and classification systems.	58.6	1.74	17

Role Statement	% Distribution	Mean	Rank
The institution will replace its role of "rehabilitation" with the concept of "self-help" as reflected in the availability of self-help programming.	57.9	1.89	20
The women's institution will be a social problem oriented facility serving to coordinate services on specific female problems, as well as general social competence, awareness and responsibility for adjustment into society.	55.0	1.90	21.5
The institution will utilize community resources by daily release of offenders to purchased services (education, mental health, family counseling, etc.) rather than duplicate such services within the institution.	62.8	1.95	24
The institution will make greater use of placements of offenders in volunteer roles in community programs/agencies.	61.0	2.12	27.5
The women's institution will integrate program activities with male correctional facilities in order to equalize program opportunities (not a co-ed facility).	52.8	2.12	27.5

Data in Table 4.7 show that 19 out of 57 role statements were perceived by the raters to be characteristic of the reintegration model of correctional policy.

These items were overwhelmingly representative of the items most desired by the participants in the Delphi study. Items 34, 42, 2, 4, 5, 8, 12, 17, 28, 9, 33, 29, 51, 45, 39, 6, 14, 1, and 31 were all rated values of 2.5 or less, which suggests that the reintegration model was most desired for women's corrections.

Further study of the data reveals that the underlying emphasis of the items focused on the women's institution as a treatment facility, recognizing the individual needs and desires of female offenders.

Table 4.8

Role Statements Characteristic of the Restraint Policy

Restraint Policy Role Statement	% Distribution		Delphi Results
	By Student Raters	Mean	Rank Order
The women's institution will serve as a sanction in order to fulfill role of general deterrence.	52.5	2.89	41
The adult women's correctional facility in 1985 will be regionalized (serving multi-states), with a small population of intractable offenders.	57.7	3.07	45
The institution will exist to play a role of punishment for crimes against society.	54.3	3.44	49

Role Statement	% Distribution	Mean	Rank
The women's institution will service more clients with flat sentences - with no chance of early release or parole.	67.9	3.73	50
Continued economic considerations on society coupled with court and legislative decisions will make the women's facility larger (population) and more complex in its role.	50.0	3.88	51
The institution will remain stable in size and population, however the length of sentence for the individual will increase.	62.1	3.93	52
Through programming, legislation, and judicial process, the drug offender, first offender, and victimless crime offender will be diverted from the women's institution resulting in only dangerous and recidivist offenders being housed within.	59.6	4.08	55
The adult women's correctional facility will play a role of custody, warehousing female felons.	57.9	4.08	55
Due to many factors (e.g., public apathy, small number of women offenders, lack of economic support, other government priorities, etc.) there will be little or no change in the role of the adult women's correctional facility in 10 years.	62.1	4.54	57

Role Statement	% Distribution	Mean	Rank
The women's correctional facility will become a miniature social, political and economic institution, having increased recognition and growing influence in society. (Its residents will recognize their common problems and increase their identification with similar social organizations in the community. Greater organization and independence among the women housed therein will be witnessed.)	57.6	2.61	33.5

Table 4.8 reveals that 10 out of 57 role items converged under the restraint policy. These items were linked with the items least desired by the participants in the Delphi study for women's correctional institutions. All the items were rated above a mean score of 2.5.

Many of the role statements in this grouping expressed a common orientation, namely, that the primary objective of women's institutions would be for custody and general deterrence. Item 47 is interesting to note for it suggests that there will be little or no change in the role of the adult women's correctional facility in the next ten years.

As illustrated by Table 4.9, only 1 out of the 57 items made up the rehabilitation model.

Table 4.9

Role Statement Characteristic of the Rehabilitation Model

Rehabilitation Policy	% Distribution	Delphi Results	
Role Statement	By Student Raters	Mean	Rank Order
The correctional institution for women will provide a structured self-government system which requires few employees. (Control and management will be the responsibility of those individuals incarcerated.)	50.8	3.30	48

There was no item classified under the reform model.

Unfortunately this classification procedure which was to be used to reduce the total number of items that would actually have to be used to test our hypotheses failed to classify the items in four distinct categories. The results that emerged are shown in Table 4.10.

Table 4.10

Policy Model Distribution—Correctional Policy
Model Questionnaire

Policy Model	Item Distribution
Reintegration	19
Restraint	10
Rehabilitation	1
Reform	0
Total	30

The 19 items could have been used to create a scale for testing our hypothesis but the researchers were still concerned about the degree to which the Delphi respondents saw the items as going together in terms of interrelationships exhibited in the data. This concern formed the basis for our next procedure-factor analysis.

Factor Analysis

Given the large array of items reported by the participants in the Delphi study, the factor analysis was a means to reduce the number of items to a more manageable size. Moreover it was hoped that the factor

analysis would identify empirically related factors whose items included the same items categorized by the student raters as falling within the different correctional policy models.

The three steps followed in this procedure were: (1) the preparation of the correlation matrix to calculate measures of association for the 57 variables; (2) the extraction of the initial factors to explore possible data reduction; and (3) the rotation to a terminal solution which searches for interpretable factors among those identified.

First, we calculated the degree of association between the 57 variables to determine the amount of common variance that two variables have in common. The second step was to reduce the total number of variables based on the interrelations exhibited in the data from Step I. This process called principal component analysis defined new variables which were actually mathematical transformations of the original Delphi data. Eighteen factors incorporating the fifty-seven items were identified; however, no underlying assumptions were made. Specifically the factors represented the particular combination of variables which would account for a certain proportion of the variance in the data.

The first factor identified was viewed as the best combination of linear variables accounting for more variance in the data than any other combination of variables ($V=7.85252$). Subsequent factors up to eighteen account for the residual variance after the effect of the prior factors. See Table 4.11.

Table 4.11

Initial Factor Matrix - Delphi Questionnaire II

Factor	Eigenvalue	Pct. of Variance	Cumulative Pct.
*1	7.85252	18.8	18.8
2	4.43313	10.6	29.4
*3	4.31549	10.3	39.7
*4	3.56010	8.5	48.2
5	2.67432	6.4	54.6
6	2.35253	5.6	60.2
7	2.07556	5.0	65.2
8	2.02963	4.0	70.1
9	1.77547	4.2	74.3
10	1.62830	3.9	78.2
11	1.58006	3.8	82.0
12	1.37880	3.3	85.3
13	1.31172	3.1	88.4
14	1.20002	2.9	91.3
15	1.04676	2.5	93.8
16	.96299	2.3	96.1
17	.84403	2.0	98.1
18	.75848	1.9	100.0

* Factors retained.
Eigenvalue amount of total variance in the data accounted for by the factor.

The final step was intended to reveal the underlying dimensions or factor patterns which would characterize the data. All eighteen factors were selected for rotation. However, only three factors were selected for use in testing our hypothesis. The reason being that the three factors selected, i.e., factor I, III, IV incorporated those items which were also categorized for a particular correctional policy model, i.e., reform, reintegration, restraint, rehabilitation. (These three factors also accounted for .356 or more of the variation in the data or 37.6%.) The three factors and the loadings of the qualities on them is presented in Table 4.12. The factor loadings are the percentage of variance in the item that can be accounted for by the factor. For example, it is obvious that the most important determinant of Item 8 is Factor I ($V=.405$), the influence of the other two factors are negligible. Likewise, the common factor for Item 20 is Factor 4 ($V=.789$). Note in Table 4.12 that the significant factor loadings are indicated by the symbol (**) for each of the three factors ($>.387$). This symbol indicates those items that together give us a meaningful patterning of variables underlying a particular factor.

Table 4.12

Varimax Rotated Factor Matrix - Delphi Questionnaire II

Factor Loadings

Variable	Factor 1	Factor 3	Factor 4
1	.107	-.004	.136
2	.284	.176	.082
3	.161	.126	.110
4	.098	-.045	0.197
5	.032	.033	.077
6	.370	-.034	-.130
7	.337	.104	.150
8	.405**	-.075	-.122
9	.068	.099	.121
10	.359	.099	.026
11	.159	.048	-.006
12	.566**	.167	.169
13	.050	.112	.070
14	.025	.246	-.182
15	.228	-.071	.098
16	.036	.137	.161
17	.722**	-.051	.055
18	.215	.093	.124
19	-.262	.082	.049
20	.149	-.148	.789**
21	.006	.196	-.017
22	-.326	-.034	-.322
23	.063	.030	-.750**
24	.210	-.336	-.112
25	-.047	.063	-.110
26	-.045	.012	-.074
27	.147	-.374	-.468**

Table 4.12 continued

Variable	Factor 1	Factor 3	Factor 4
28	.094	.144	.089
29	.554**	.493	.044
30	-.153	.139	.387**
31	-.052	.152	-.059
32	.158	.121	.399
33	.455**	.354	-.021
34	.077	.672**	-.048
35	.832**	.056	-.021
36	.350	.232	.047
37	.014	.378	.045
38	.104	.748**	-.015
39	.066	.513**	-.019
40	.047	-.007	.015
41	.273	.042	.007
42	.012	.555**	-.031
43	-.168	-.128	-.020
44	.062	.027	.233
45	.282	.253	-.027
46	.139	-.033	.025
47	-.044	-.109	-.102
48	.016	.270	-.118
49	.003	.120	-.052
50	-.114	.079	-.065
51	.655**	.072	.026
52	.124	.217	.031
53	-.001	.097	-.209
54	.228	-.092	-.054
55	-.113	.136	-.098
56	-.037	.052	-.023
57	.108	-3.04	.142

* Only those items accounting for .356 or more of the variance are included in the table.

** Factor loadings of .387 or more.

A discussion of each newly created variable viewed as significant is presented in the following section.

The first variable-treatment is a combination of Items 8,12,17,29,33,35,51, interpreted as general treatment modalities characterized by counseling services, vocational/academic programs, advanced programming in non-traditional roles and the restructuring of the prison environment. Table 4.13 presents the items, factor loadings, and the correlation coefficients.

Table 4.13

Factor Matrix for Treatment Variable

Item	Role Statement	Factor Loading	Correlation Coefficients						
			8	12	17	29	33	35	51
8	treatment services	.405	—						
12	advanced counseling treatment	.566	.305	—					
17	expansion of academic vocational programs	.722	.261	.463	—				
29	restructuring of prison environment paralleling real world	.554	.413	.487	.384	—			
33	advanced programming for women in non-traditional roles	.455	.107	.242	.199	.381	—		

Table 4.13 Continued

Item	Role Statement	Factor Loading	Correlation Coefficients						
			8	12	17	29	33	35	51
35*	Program oppor- tunities=men's	.832	.387	.446	.593	.530	.461	—	
51	Advanced skill training in non-traditional roles	.655	.122	.475	.694	.381	.273	.467	—

*Note: Item 35 was not classified as a specific correctional model. However, question may have been vague concerning the negative connotation of the statement.

The second variable—program planning—is an array of various developmental program planning desires emphasizing the need for programs which will accelerate and ease the reintegration process for women offenders. See Table 4.14.

Table 4.14

Factor Matrix for Program Planning Variable

Item	Role Statement	Factor Loading	Correlation Coefficients			
			34	38	39	42
34	Utilization of sophisticated planning/research	.672	—			
38	Shorter sentences/intensive programs	.748	.521	—		
39	Philosophy of self-help pro- gramming	.512	.321	.345	—	
42	Increased furlough/work/ study release programs	.555	.326	.517	.363	—

The third variable—restraint—is the most difficult to interpret. It suggests that the institution exist for the purpose of general deterrence and custody. See Table 4.15.

Table 4.15

Factor Matrix for Restraint Variable

Item	Role Statement	Factor Loadings	Correlation Coefficient			
			20	23	27	30
20	Indeterminate re-lease based on behavioral changes	.789	—			
23	Role of punishment	*-.750	.494	—		
27	Role of deterrence	*-.468	.207	.467	—	
30	Structured self-	.387	.279	.316	.486	—

* Item Unrelated. Negative sign indicates opposite of Item is associated with other items in variable listing.

Scale Creation

The resultant list of three variables incorporating the items categorized as particular policy models and found to be empirically associated, along with five separate items, i.e., 4,5,22,43,47, significantly conceptualized as a particular policy model, became the basis for our correctional policy scale to test our hypothesis.

CHAPTER V

ANALYSIS OF DATA

Introduction

The chapter on data analysis will examine the treatment of the policy scale which was used to test the hypothesis.

This scaling procedure, representing eight variables, employs the use of a statistical technique, one way analysis of variance to determine if a difference exists in the role expectations and correctional policies of the three groups of individuals involved in the administration of women's correctional institutions, i.e., superintendents, directors of state women's institutions; directors, department of corrections and state legislatures; or select committees on corrections.

It was anticipated that there would be a difference between the three groups of corrections' experts because of the diverse professional positions the three groups occupy.

The one way analysis of variance was the statistical method chosen for the data analysis because of its capability to deal with an unequal cell size; which was the case in this study. The analysis is designed to determine the possible effects of a single factor on a dependent variable.

In this study the analysis of variance was used to assess the effects of the independent variables, which were the sixty-one Delphi respondents categorized in three groups (correctional professions, i.e., superintendents, directors, legislators), measured on a scale of one to five (1,2=high, 3=medium, 4,5=low), upon the dependent variables which were the eight major variables representing roles for the women's correctional institution.

To determine the variation between groups and the variation within groups, the analysis of variance yields an F ratio. A significance level of .05 was selected as the level of statistical significance between the means.

Empirical Analysis

A one way analysis of variance was computed to determine whether a difference exists between the three diverse groups of correctional administrators on how they define the role of women's correctional institutions.

The policy scale used to test the hypothesis included the three new variables identified by the factor

analysis, i.e., treatment, program planning and restraint, along with five additional items categorized as a significant correctional policy model (items 4,5,22,43,47). Item 4 is suggestive of community-based facilities. Item 5 deals with the provision of intensive after-care services for women offenders. Item 22 suggests that women's institutions will service clients with determinate sentences. Item 43 speculates that although the institution will remain stable in size and population, the length of the sentence will increase. The last item, 47, is interesting to note, for it indicates that due to many factors there will be no change in adult female correctional institutions for the next ten years.

These eight variables form the basis of the following consensus analysis. The actual items and their role statements are presented in Table 5.1.

Table 5.1
Variables
Correctional Policy Scale

Variable Number	Variable Classification	Role Statement
1	Treatment= Item 8,12,17, 29,33,35,51	The women's institution will provide advanced treatment and non-traditional program opportunities for women, i.e., counseling, vocational, educational.

Table 5.1 (continued)

Variable Number	Variable Classification	Role Statement
2	Program Planning = Item 34,38,39, 42	The women's institution will utilize more sophisticated planning, research and developmental efforts aimed at reintegrating the offender into society.
3	Restraint= Item 20,23,27, 30	The women's institution will exist primarily for restraint and deterrence.
4	Item 4	Community-based facilities, group homes, area centers, etc., will be utilized for all female offenders who are not considered a "risk" to society.
5	Item 5	The women's institution will provide a continuum of increased/intensive after-care through approved community programs, closer parole supervision, half-way placement prior to release, and "out-patient" services for ex-offenders.
6	Item 22	The women's institution will service more clients with flat sentences, with no chance of early release or parole.
7	Item 43	The institution will remain stable in size and population; however, the length of the sentence for the individual will increase.
8	Item 47	Due to many factors, i.e., public apathy, lack of economic support, government priorities, there will be little or no change in adult women's correctional facilities in ten years.

The purpose of the analysis of variance was to determine whether, overall, the groups differed significantly from any other. A significance level, F ratio, was computed for the combined scores of each factor. The results of the data analysis shown in Table 5.2 indicate that there was no statistically significant difference among the groups of experts on how they perceived the role and function of women's correctional institutions.

Table 5.2

One Way Analysis of Variance for Eight Role Categories
F Ratio for One Way Analysis of Variance 3.15 D.F. 2
and 58

Variable Number	Role/Category	F Ratio	Statistical Significance
1	Treatment	1.271	NS
2	Program Development	1.132	NS
3	Restraint Philosophy	.453	NS
4	Community-based Facilities	1.346	NS
5	After-care Services	2.820	NS
6	Determinate Sentences	1.312	NS
7	Sentencing Procedures	.209	NS
8	Institutional Planning	.414	NS

*Significant at .05 level.

Data in Table 5.2 reveal the significance level for each of the eight role categories. Scores for the eight role functions were not reported to be statistically significant at the .05 level. Thus, a marked difference in the correctional desires among the three groups of corrections experts was not identified. We can assume that the correctional policy orientation of the experts were similar. Likewise, the participants perceived the role and function of women's institutions in a like manner.

Theoretical Analysis

Although no statistical difference was reported among the group's ratings of the factors, a theoretical examination of the data is no less important. The mean scores computed for the individual groups on particular factors provide us with insight into the beliefs and practices of individuals involved in the administration of female correctional institutions. See Table 5.3.

Table 5.3

Mean Scores of Correctional Administrators
on Correctional Policy Scale

Variable Number	Variable Category	\bar{X} Directors	\bar{X} Superin- tendents	\bar{X} Legis- lators
1	Treatment	1.58	1.43	1.69
2	Program Development	1.47	1.33	1.58
3	Restraint Philosophy	2.77	2.60	2.55
4	Community-based Fa- cilities	1.29	1.29	1.66
5	After-care Services	1.38	1.24	1.83
6	Determinate Sentences	3.66	3.56	4.25
7	Sentencing Procedures	3.78	3.96	4.10
8	Institutional Planning	4.63	4.52	4.42

\bar{X} = Mean Score

Directors = Directors of the State Department of Corrections

Superintendents = Superintendents of State Women's Correctional Institutions

Legislatures = Chairperson of State Legislatures or Select Corrections' Committees.

Variable 1 was typified by advanced treatment and program development in non-traditional roles. The superintendents of women's institutions rated this item as most desirable with a mean score of 1.43, while the legislatures produced a mean score of 1.69. Similarly, for variable 2, which provides for the development of research

and planning efforts directed at the reintegration of the offender, the superintendents were again most desirous of this issue ($\bar{X}=1.33$) while the legislators were least desirous ($\bar{X}=1.58$).

Theoretically speaking, both variables were characteristic of the reintegration policy, and the data would appear to suggest that given the positional demands and responsibilities of the superintendent's job function, they would be the individuals most directly affected and aware of needed changes in the treatment and programming areas of female institutions.

Variable 3 suggests that women's institutions will exist primarily for the purpose of restraint and deterrence. All three groups were neither supportive nor strongly opposed to this particular philosophy. The directors, superintendents and legislatures rated the item with mean scores of 2.77, 2.60 and 2.55, respectively. From this we can surmise that the present trend in correctional philosophy towards custody oriented institutions has had a direct impact on those individuals involved in correctional decision making. Particularly, these individuals have been subject to public pressure for changes in the correctional system which has been unable to deter or successfully rehabilitate offenders from future criminal behavior.

Variable 4 represents the utilization of community-based facilities. Both the superintendents and the directors of the department of corrections were equally desirous of increasing the use of community-based centers ($\bar{X}=1.29$). The legislatures, however, were least desirous of these services ($\bar{X}=1.66$). Perhaps the variance in mean scores could have been attributed to the fact that legislators, who are held directly responsible for their policy decisions by their constituents, are obliged to acknowledge the reluctance of the community to provide rehabilitative services for offenders in their particular areas. While this is also recognized by the other two groups, they nevertheless have as their primary objective the expansion of services for the offender. Also, it is expected that the superintendents would be supportive of community-based facilities, for this would decrease the inmate population in institutions, thus enhancing operational management for the institution.

These findings were similar with Variable 5 which is characterized by the provision of a continuum of increased after-care services through improved community programs and closer parole supervision, etc. The superintendents of the women's institution and the directors of the department of correction were strongly supportive of increased after-care services, providing mean scores

of 1.24 and 1.38 respectively. Unlike the other two groups, the legislatures ($\bar{X}=1.83$) were least desirous of this role. To reiterate what was assumed earlier, the legislatures are not directly held accountable for the needs of the offender and thus are more apt to consider the economic, social and political consequences associated with the expansion of offender after-care services.

Item 22 suggests that women's institutions will service more offenders with determinate sentences. This variable is somewhat more complex to analyze. The directors of the department of corrections, and the legislatures, although not strongly desirable of this trend, i.e., $\bar{X}=3.56$, $\bar{X}=3.78$, respectively, did, however, rate the determinate sentence more highly than the superintendents ($\bar{X}=4.25$). Perhaps the reason being because both groups are strongly influential in making policy decisions for female corrections. Also, the groups represent and are responsible to a broader array of interest groups than superintendents of the institutions. Moreover, they are more amenable to changes in correctional philosophies and practices because of a more indirect relationship with the institution. On the other hand, superintendents of women's institutions have a self-interest in the institution and are less apt to be affected by trends in correctional planning.

Longer sentences for women characterize the seventh variable. The three groups rated this particular role function as least desirable for female corrections. Although there was very little variance among the mean scores of the participants, the legislatures ($\bar{X}=4.42$) were more desirous of longer sentences than the other two groups, i.e., superintendents $\bar{X}=4.52$, directors $\bar{X}=4.63$. The rationale for variable three (role of institution as a custody facility) might also apply in this instance.

The last variable, eight, suggests that due to many factors, there will be little or no change in adult women's correctional facilities in the next ten years. Again, the three groups were undesirous of this phenomena. The legislatures exhibited the strongest opposition ($\bar{X}=4.10$), while the directors of the department of corrections displayed the least opposition.

Theory of Group Consensus

While we can theorize why one group's score may have been stronger than another, we would be remiss not to mention that the score variances may have been attributed to a very strong or weak position taken by only a minority of any one particular group, thereby skewing the mean scores out of proportion.

To explain this phenomena of consensus we have sought to apply the properties of interaction and homogeneity to theoretically account for our findings. These theories were developed by Neal Gross¹ and applied to the corrections field.

A. Interaction Hypothesis

The degree of consensus among the three professional specialization groups may be contingent on the members similarity in cultural and social backgrounds. Also, the length of time the individuals have been interacting with one another has implications for similar behavior. It is quite possible that the norms of members become more similar with time.

As groups come together, their expectations may or may not be similar, but it can be assumed that their own expectations may be modified in a direction such that the expectations become more or less similar.² Hence, Gross hypothesizes that the longer the members of a social system have interacted with one another, the more consensus they will have on their expectations.³

¹ Neal Gross, Ward S. Mason, and Alexander W. McEachern, Exploration in Role Analysis: Studies of the School Superintendency Role (New York: John Wiley and Sons, Inc., 1958), p. 176.

² Ibid., p. 176.

³ Ibid., p. 176.

From this we can conclude that groups who tend to interact with one another will develop homogeneous expectations; a direct result of their interaction and exposure to similar influences over time.

B. Homogeneity Hypothesis

The second property employed to discuss the relationship among the groups of experts is the homogeneity hypothesis.⁴ The premise underlying this theory is that people with similar backgrounds will develop similar role definitions, i.e., values and expectations.

These properties can also be said to be present in the corrections field. All three groups develop and cultivate their relationships through their interaction over common interests. Their desires to improve and modify the goals and objectives of corrections draw the groups together in both formal and informal settings. This interaction necessitates entertaining one another's views, philosophies, and policies. Frequent encounters and discussions may have an end result which produces a general consensus of opinion on certain issues. Likewise, the three groups of individuals have been exposed to similar social science backgrounds which has as its

⁴Ibid., p. 182.

foundation certain philosophies and predilections which are acquired by the group's members.

Although the data perceives the three groups of correctional administrators as being more similar than different in their policy orientations and expectations, we must address those methodological concerns which question the validity of the data.

The results of the data collection process reveal that only fifty-one participants from a total of two hundred individuals or approximately 25 percent responded to the Delphi questionnaire. The low response rate, an inherent weakness in the Delphi method, suggests that the similarity exhibited among the three groups of decision makers may not be a valid conclusion considering the absence of almost 75% of the total possible responses.

Also, the ambiguity and length of the role statements might have resulted in the assimilation of too many ideas in one item or perhaps invited disparate interpretations of the same statement.

In addition, though the participants' responses were similar, the study does not explore the thought process or reasoning for the responses, which might intimate a difference of opinion among the three groups.

Other weaknesses in the data may have been directly related to the participating study groups. Considering the low response rate, those individuals who did choose to participate may have represented those people who were concerned and sincerely interested in improving female corrections. Because of their similar predilections, they may engage in similar ideas.

Because of the group's positional expectations, their responses might also represent the subjective bias of the groups who formulate them.

The groups are subject to organizational bureaucracy which does predispose individuals involved in correctional decision making to subscribe to a philosophy or policy which is not necessarily their own.

Moreover, the study failed to examine the geographical location of the participants which may have polarized the group's responses.

Certainly, these arguments are salient to the discussion of consensus and dissensus among the three groups of corrections' professionals.

Summary

The results of the data analysis provides us with enough empirical and conceptual data to reject our research hypothesis that: "Individuals occupying diverse roles in a particular professional area tend to have different policy

orientations and expectations concerning the role and function of women's correctional institutions."

It must be concluded from the study that the three groups of participants did tend to be more similar than different in their desired role expectations and policy issues for women's correctional institutions.

CHAPTER VI

SUMMARY AND CONCLUSIONS

The purpose of this research was to determine if a difference exists between the correctional policy orientations of diverse groups of participants involved in the administration of women's correctional institutions. The study design employed the use of the Delphi technique to ask experts in allied fields of corrections, i.e., legislatures or related judiciary committees, superintendents of women's correctional institutions, and directors of the department of corrections, what roles or issues were most important for female corrections. The issues perceived by the participants served as the data base for testing the hypothesis. It was expected that there would be a difference among the groups concerning their policy orientations and role expectations for female corrections.

Participants in the study were selected by a purposeful census of individual groups who had expertise and

influence in the area of female corrections. Sixty-one individuals participated in the Delphi study.

The research is unique in that it examines those roles identified by corrections' experts which are conceived to be most desirable for the function of women's correctional institutions. By identifying the correctional policy priorities of the individuals involved in the administration of female corrections, we can anticipate future planning and policy objectives which will respond to the issues in an effective and timely manner.

Delphi questionnaires, interspersed with opinion feedback, were used for the data collection.

The first questionnaire asked the participants to suggest roles for the adult women's facility in the future. The items were analyzed and a reduced list of fifty-seven role statements was compiled. The second questionnaire contained the fifty-seven items and asked the participants to rate each item on a Likert-type scale of desirability and probability for the women's institution. The third questionnaire asked the participants to review the data in light of the group's responses and to make any revisions they saw fit to do.

Because the focus of the study was to examine differences between the groups, and not group consensus, the

desirability responses of Delphi II became the primary data for the study.

To develop a policy classification scale and to reduce the number of variables, we utilized two distinct approaches: item classification—model of correctional policy, and a factor analysis.

The resultant list of variables obtained from the two techniques provided the basis for a policy scale to be used to statistically test our hypothesis. A one way analyses of variance was computed to determine if a difference existed regarding the correctional policy priorities among members of the three groups of corrections' professionals who participated in the study.

Conclusions

The hypothesis was not supported by the data. There was not a statistically significant difference in the correctional desires among the three groups of individuals involved in the administration of female correctional institutions. The responses of the three groups of participants were more similar than different. The crucial intervening factors were that the three groups were exposed to similar socialization patterns; also, the demands and responsibilities of their professional role positions predispose them to frequent interactions

which enhances similarity in opinions. Both these factors were felt to contribute to the development of "consensus" among the group's expectations and preferences for the functioning of women's correctional institutions. Also, the attitudes and positions expressed by the participants are diluted statements which have most likely been subject to previous discussion and analysis among the groups. Thus, the resulting statements are a summary of issues reflecting a majority opinion of the groups.

The major variable identified in the study by the members of the three groups as particularly desirable for women's correctional institutions were characteristic of the reintegration philosophy for offenders. This conclusion was based on both theoretical and empirical analysis.

Implications for Research

The research presented in this study identified the role expectations of individuals involved in the decision-making process for women's corrections. Thus, the findings, and their implications for future planning in the area of female corrections, have important consequences salient to the study. For example, if those groups of professionals influential in both the internal

and external sectors of female corrections feel the purpose of correctional institutions in the future is to provide appropriate voluntary services that will prepare a woman to become functional in the "outside" world, what alternatives are available to the corrections' social structure to positively influence and aid the woman in the reintegration process? Furthermore, if women are to be trained in non-traditional vocational skills, i.e., medical and health related programs, barbering, auto mechanics, it is critical that planners address realistically the opportunities available to woman to enter the civilian labor force in these areas. Correctional planners must also keep in mind the political and social ramifications of program opportunities which appear too permissive to the public sector.¹ "A common complaint concerns the availability of educational and job training programs for 'criminals' (at no cost to them), when the average tax payer is hard pressed to provide comparable opportunities for his/her own family."²

Government regulations and state prohibitions might also interfere and disrupt the reintegration pro-

¹Maureen O'Connor, "Vocatioal Training Programs in Women's Correctional Institutions" (A Graduate Paper, Michigan State University, 1974), p. 40.

²Ibid., p. 40.

cess. Thus, planners must be prepared to positively impact on local, state and federal government practices.

Similarity in the responses of the three groups would appear to exhibit a degree of consensus which should facilitate future planning activities. A cooperative internal correctional environment is critical to the development and implementation of future planning needs for women's correctional institutions. In this way, all factions of corrections will be directing their strengths and support toward goals and objectives identified as most important for the enhancement of the role of women's correctional institutions.

While consensus of opinion might facilitate the process of reaching or avoiding a particular policy maneuver; dissensus of opinion also has significant implications for future planning.

The degree of variance or dissensus among the groups concerning their preferences for female corrections points up where issues are likely to arise, where more information may be needed, or where the fact of diversity must be acknowledged and taken into account.³ This type of interactive thinking may help to resolve previous irresolvable differences in new creative and innovative ways.

³Harold A. Linstone and Murray Turoff, The Delphi Method: Techniques and Applications (Reading, Massachusetts: Addison-Wesley Publishing Company, 1975), p. 435.

Thus, to prevent correctional planning stagnation, the groups of experts must invite the continuous assessment and evaluation of their planning goals and objectives; remaining open to the expression of minority values and preferences which might represent the prolific views of the community or the internal correctional structure.

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APPENDICES

APPENDIX A

COVER LETTER, JULY 25, 1975

C O P Y

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48824

July 25, 1975

Policy research on a future-oriented level is finding acceptance in many sectors of American Society. This emerging attitude indicates that planning based on informed-intuitive judgments about the future may enable us to exert considerable influence over our future and the direction it will take.

Results from many future oriented studies indicate that meaningful future planning can result when experts in a field determine together what should happen to that field in the future and then decide on how best to achieve that desired future status.

This letter is to request your participation in a study I am undertaking which is designed to identify viable roles for the adult women's felony correctional institution. This study is being conducted by the Criminal Justice Systems Center of Michigan State University to provide relevant policy information to the Michigan Department of Corrections, and Michigan Task Force On The Status of Women Offenders in their development of policies and programs for women offenders in Michigan. It will also serve to identify, consolidate and converge judgments about women's correctional facilities on a national level by those individuals most likely to have interest and expertise in this area.

In order to accomplish this goal, I am using a future-oriented research method to gather and refine my data. Known as the Delphi Technique, the method was developed by the staff of the Rand Corporation while under government contract in the 1960s. The technique was devised to obtain the opinion of experts on a given topic through a series of questionnaires interspersed with informative feedback. Each successive round is designed to produce a carefully considered group judgment about the subject under study.

In a careful analysis of those individuals who are most likely to affect the future status of the Women's Correctional Facility, I have selected three distinct groups who could provide significant input of a policy nature on the role of the women's institution. These groupings are: The Directors of the State Departments of Corrections, the Superintendents-Directors of the State Women's Correctional Facilities, and the Chairpersons of the State Judiciary Committees (or select committees concerning corrections). Since you will find your

professional title among these, and because of the limited number of participants chosen in order to utilize the Delphi Technique most effectively, I hope that you will consent to become a participant in this undertaking. I will use the following procedures in administering the Delphi Technique:

- First: I am enclosing an open-ended questionnaire which asks you to suggest roles which you believe the adult women's correctional facility will perform in the future, i.e.,: 1985. For the purpose of the study, the institution under consideration will be the adult women's correctional facility servicing felony inmates.
- Second: I will send to you a listing of all suggested roles (duplications eliminated) for the women's correctional facility as generated by our participants. I will ask you to rate each of these roles on a scale to indicate your perception of the importance of the role in the functioning of the women's facility in the future.
- Third: Finally, I will send you a questionnaire which will report for each suggested role your original rating, the rating of your professional group as a median score, and the rating of the entire group listed as a median score. I will ask you to review the data and to revise any rating which you may wish to change after learning the group's judgments.

You will receive a duplicate copy of each questionnaire for your files for review when answering subsequent rounds. Please return the enclosed questionnaire by August 4, 1975. I believe that careful consideration of each questionnaire will require only 15 to 30 minutes of your time to complete. Subsequent questionnaires will follow at approximately three week intervals. A final report will be provided to all interested participants.

I believe that as professionals in the system we call Criminal Justice, you as an individual, and as part of a professional group can and do have a profound effect on the direction of that system. For this reason, I hope you will accept this opportunity to participate in the study, lending your expertise to the establishment of policy alternatives indicated by judgments surrojdning the roles of the women's correctional facility of the future.

Thank you for your cooperation and time.

/s/ John F. Brooks

John F. Brooks, Project Director

/s/ Ralph G. Lewis

Ralph G. Lewis, Ed.d, Research Director

/s/ John H. McNamara

John H. McNamara, Ph.D, Coordinator
Criminal Justice Systems Center

JFB/jm

Enclosure

APPENDIX B

DELPHI QUESTIONNAIRE I, JULY 25, 1975

A STUDY OF THE ROLES OF THE
ADULT WOMEN'S CORRECTIONAL INSTITUTION
Felony Level

Delphi Questionnaire I
July 25, 1975

**NAME _____ POSITION _____
ADDRESS _____

PLEASE INDICATE BELOW WHAT YOU PERCEIVE WILL BE THE ROLES OF THE ADULT WOMEN'S CORRECTIONAL FACILITY IN THE FUTURE, i.e. IN 1985.

Suggested roles for the future correctional system appearing in recent literature that provide useful examples are:

1. Corrections in the future will play a systemic role consisting of a configuration of numerous, quite autonomous subsystems operating to maximize cooperation and interchange.
2. Corrections of the future will differentiate between kinds of offenders and between kinds of intervention more precisely than does the present system.
3. Corrections of the future will play no more a role than broker for community services and agencies.

These are provided only as examples and do not imply any direction or value judgment — they also deal with the correctional system, whereas you will be suggesting roles for the adult women's correctional facility.

If you wish to list more than five role statements, or if more space is needed, please use the back of this sheet.

Please return one copy of the questionnaire by August 4, 1975. Fill in the other and retain for your records.

Your cooperation and participation is deeply appreciated.

- 1.
- 2.
- 3.
- 4.
- 5.

**Participants' names will remain anonymous. This information is necessary for subsequent data collection and analysis.

APPENDIX C

DELPHI QUESTIONNAIRE II, SEPTEMBER 19, 1975

A STUDY OF THE ROLES OF THE
ADULT WOMEN'S CORRECTIONAL INSTITUTION
Delphi Questionnaire II
September 19, 1975

**NAME _____ POSITION _____

ADDRESS _____

Please indicate by circling for each of the following Role Statements the Desirability and Probability of the role for the functioning of the Women's Correctional Institution in 1985. NOTE: The most or highest (desirability of the role - probability of its occurrence) is indicated by a "1", the least or lowest is indicated by a "5".

Role Statement	(+ Desirability (-)					(+ Probability (-)				
	1	2	3	4	5	1	2	3	4	5
The institution will make greater use of placement of offenders in volunteer roles in community programs/agencies.										
The women's institution will be small, community based - utilizing local community resources.										
The institution will make greater use of placement of offenders with families in the local communities.										
Community-based facilities (half-way houses, group homes, area centers, etc.) will be utilized for all female offenders who are not considered a "risk" to society.										
The women's institution will provide a continuum of increased/intensive after-care through approved community programs, closer parole supervision, half-way placement prior to release, "out-patient" services for ex-offenders, etc.										

**Participants' names will remain anonymous. This information is necessary for subsequent data collection in Round III.

Role Statement	(+Desirability(-)					(+Probability(-)				
The women's institution will be a social problem oriented facility serving to coordinate services on specific female problems, as well as general social competence, awareness and responsibility for adjustment into society.	1	2	3	4	5	1	2	3	4	5
The women's facility will be a base station utilizing community support services and programs brought into the institution (versus a purchase of care concept from the community through furlough/release).	1	2	3	4	5	1	2	3	4	5
Women's corrections in the future will move toward full participation with other components of the Criminal Justice System. (Developing cooperative preventive efforts to impact social policy, working with offenders, and integrating correctional services with other community support-systems (medical, psychiatric, counseling, etc.) thus guaranteeing a continuity of services to correctional clients.)	1	2	3	4	5	1	2	3	4	5
The women's facility will fulfill the correctional role by imposing no more control than is necessary to insure inmate/public safety and the achievement of program objectives.	1	2	3	4	5	1	2	3	4	5
The women's institution in the future will work towards maintaining family relationships, by fostering family participation in the correctional-rehabilitation process.	1	2	3	4	5	1	2	3	4	5
The women's institution will fill its correctional role through use of legally binding contracts governing programming, responsibilities and release considerations.	1	2	3	4	5	1	2	3	4	5

Role Statement	(+Desirability(-)					(+Probability(-)				
	1	2	3	4	5	1	2	3	4	5
There will be advanced treatment involved for female offenders - counseling, psychological and psychiatric.	1	2	3	4	5	1	2	3	4	5
The adult women's correctional facility will house only felony offenders committed for assaultive-type offenses and considered dangerous, and the professional offender in order to fulfill the role of protecting society from those females who present too much risk to be retained in the community.	1	2	3	4	5	1	2	3	4	5
The institution will utilize community resources by daily release of offenders to purchased services (education, mental health, family counseling, etc.) rather than duplicate such services within the institution.	1	2	3	4	5	1	2	3	4	5
The women's institution of the future will utilize more inmate services to reduce system maintenance costs (e.g., food production, laundry, maintenance, supervision, etc.)	1	2	3	4	5	1	2	3	4	5
The correctional institutions for women will be small (detention) units in the future, decentralized throughout the state.	1	2	3	4	5	1	2	3	4	5
The women's institution will provide a broader span of academic and vocational education programs than provided in 1975.	1	2	3	4	5	1	2	3	4	5
The women's correctional facility will become a miniature social, political and economic institution, having increased recognition and growing influence in society. (Its residents will recognize their common problems and increase their identification with similar social organizations in the community. Greater organization and independence among the women housed therein will be witnessed.	1	2	3	4	5	1	2	3	4	5

Role Statement	(+Desirability(-)					(+Probability(-)				
The courts will take a role in the correctional process by developing a community classification system for offender handling, as well as being the determinant of release of inmates in conjunction with the institution.	1	2	3	4	5	1	2	3	4	5
The institution will play a role of determining release for women based on identifiable behavioral changes in the inmate (having received sentences with indeterminate release.)	1	2	3	4	5	1	2	3	4	5
The adult women's correctional facility in 1985 will be regionalized (serving multi-states), with a small population of intractable offenders.	1	2	3	4	5	1	2	3	4	5
The women's institution will service more clients with flat sentences - with no chance of early release or parole.	1	2	3	4	5	1	2	3	4	5
The institution will exist to play a role of punishment for crimes against society.	1	2	3	4	5	1	2	3	4	5
The adult women's correctional facility will play a security-oriented role as more diverse types of offenders are committed.	1	2	3	4	5	1	2	3	4	5
The correctional facility will provide training for the large majority of offenders (60-80%) with the remainder housed for custody only (A no programming option for the inmate).	1	2	3	4	5	1	2	3	4	5
The institution will encounter a slow movement toward actual "rehabilitation" of female offenders.	1	2	3	4	5	1	2	3	4	5
The women's institution will serve as a sanction in order to fulfill role of general deterrence.	1	2	3	4	5	1	2	3	4	5
The women's facility will play the role of a goal-oriented treatment center addressing the needs of women as individuals with need variances.	1	2	3	4	5	1	2	3	4	5

Role Statement	(+Desirability(-)					(+Probability(-)				
The women's correctional facility of the future will provide a structured social environment paralleling that of the "outside world." (This will include physical plant adaptation to be less "prison like," diversified social, work, economic, recreational, and cultural activities).	1	2	3	4	5	1	2	3	4	5
The correctional institution for women will provide a structured self-government system which requires few employees. (Control and management will be the responsibility of those individuals incarcerated).	1	2	3	4	5	1	2	3	4	5
The women's institution will integrate program activities with male correctional facilities in order to equalize program opportunities (not a co-ed facility).	1	2	3	4	5	1	2	3	4	5
Women's institutions will use medical, psychological, social and educational techniques for experimentation and demonstration concerning the conversion of persons into socially acceptable models.	1	2	3	4	5	1	2	3	4	5
Women's correctional facilities will place intensive and increased emphasis on job training, development and placement after incarceration (including non-traditional female positions: e.g., welding, automotive, etc.).	1	2	3	4	5	1	2	3	4	5
The women's institution, as well as the entire correctional system, will utilize more sophisticated planning, research, development, and evaluation in determining goals, objectives and alternatives in assessing its needs and making its decisions.	1	2	3	4	5	1	2	3	4	5

Role Statement	(+Desirability(-)					(+Probability(-)				
Programming opportunities in women's institutions will be equal to those available in men's facilities.	1	2	3	4	5	1	2	3	4	5
The women's institution will house and program for offenders making restitution to injured parties and society as sentenced by the courts.	1	2	3	4	5	1	2	3	4	5
The parole function will be eliminated as structured and revert to a service providing after-care component of the women's institution.	1	2	3	4	5	1	2	3	4	5
The women's correctional institution will house individuals for short sentences, utilize intensive programming, returning the individual to society at the quickest possible pace.	1	2	3	4	5	1	2	3	4	5
The institution will replace its role of "rehabilitation" with the concept of "self-help" as reflected in the availability of self-help programming.	1	2	3	4	5	1	2	3	4	5
The institution will again play a role of carrying out death penalty sentences for specific offenders/crimes.	1	2	3	4	5	1	2	3	4	5
The women's institution will make available living arrangements for children of women incarcerated who desire family-oriented treatment.	1	2	3	4	5	1	2	3	4	5
The institution of the future will make more use of furlough and work/study release programs as a part of its correctional programming.	1	2	3	4	5	1	2	3	4	5
The institution will remain stable in size and population, however the length of sentence for the individual will increase.	1	2	3	4	5	1	2	3	4	5

Role Statement	(+Desirability(-)					(+Probability(-)				
	1	2	3	4	5	1	2	3	4	5
The women's institution will fulfill its correctional role by becoming a co-ed facility in order to gain greater program options and resources that are not affordable in small women's facilities.	1	2	3	4	5	1	2	3	4	5
The women's institution will move towards developing more specific intervention techniques for specific offender types according to improved diagnostic and classification systems.	1	2	3	4	5	1	2	3	4	5
Differential facilities (e.g. custody only unit, maximum security, minimum security, mental health units, drug unit, etc.) and differential treatment will exist according to crime/offender typology.	1	2	3	4	5	1	2	3	4	5
Due to many factors (e.g.: public apathy, small number of women offenders, lack of economic support, other government priorities, etc.) there will be little or no change in the role of the adult women's correctional facility in 10 years.	1	2	3	4	5	1	2	3	4	5
Female felons (with exception of "dangerous"/"hard core" offenders) will be handled at local level facilities subject to standards imposed by the state and regulated through subsidies.	1	2	3	4	5	1	2	3	4	5
The women's facility will exist only to contain the small number of women who need long-term, high security incarceration.	1	2	3	4	5	1	2	3	4	5
Because of economic, legal and philosophical considerations, the women's prison of today (as structured in 1975) will be abolished, or in the process of being phased out, in 10 years.	1	2	3	4	5	1	2	3	4	5

Role Statement	(+Desirability(-)					(+Probability(-)				
The institution will fulfill its correctional role by teaching skill training (including non-traditional, female skills) in viable positions in society.	1	2	3	4	5	1	2	3	4	5
The institutional role will be enhanced by government guaranteed job opportunity in all cases where private employment is unavailable.	1	2	3	4	5	1	2	3	4	5
The adult women's correctional facility will play a role of custody, warehousing female felons.	1	2	3	4	5	1	2	3	4	5
Through programming, legislation, and judicial process, the drug offender, first offender, and victimless crime offender will be diverted from the women's institution resulting in only dangerous and recidivist offenders being housed within.	1	2	3	4	5	1	2	3	4	5
The women's facility will play a diagnostic and evaluative role for placement, sentencing alternatives, service brokerage, and overall determination of correctional options for the individual.	1	2	3	4	5	1	2	3	4	5
Diversion by many factors will result in the women's facility fulfilling its role through a small, multi-state regionalized facility.	1	2	3	4	5	1	2	3	4	5
Continued economic considerations on society coupled with court and legislative decisions will make the women's facility larger (population) and more complex in its role.	1	2	3	4	5	1	2	3	4	5

APPENDIX D

DELPHI QUESTIONNAIRE III, NOVEMBER 5, 1975

A STUDY OF THE ROLES OF THE
ADULT WOMEN'S CORRECTIONAL INSTITUTION
Delphi Questionnaire III
November 5, 1975

**NAME _____ POSITION _____

ADDRESS _____

IMPORTANT: Please read the attached sheet containing full instructions for this questionnaire before proceeding. Please rate each of the following role statements on desirability and probability in light of the figures indicating the group response and your response on Delphi Questionnaire II, by circling the appropriate numbers.

Role Statement	(+) <u>Desirability</u> (-)					(+) <u>Probability</u> (-)				
	1	2	3	4	5	1	2	3	4	5
The institution will make greater use of placements of offenders in volunteer roles in community programs/agencies	32	38	18	9	4	5	27	34	23	10
			2.14					3.07		
The women's institution will be small, community based - utilizing local community resources.	77	16	7	0	0	10	21	36	21	10
			1.30					3.00		
The institution will make greater use of placement of offenders with families in the local communities.	18	41	16	14	11	2	7	39	21	10
			2.59					3.71		
Community based facilities (half-way houses, group homes, area centers, etc.) will be utilized for all female offenders who are now considered a "risk" to society.	71	21	4	0	2	13	30	27	16	13
			1.36					2.86		
The women's institution will provide a continuum of increased/intensive after-care through approved community programs, closer parole supervision, half-way placement prior to release, "out-patient" services for ex-offenders, etc.	73	14	11	2	0	18	32	30	16	4
			1.41					2.55		

Role Statement	(+)Desirability(-)					(+) Probability(-)					
The women's institution will be a social problem oriented facility serving to coordinate services on specific female problems, as well as general social competence, awareness and responsibility for adjustment into society.	1 43	2 30	3 20	4 5	5 2	1 5	2 29	3 30	4 30	5 4	1.93 2.98
The women's facility will be a base station utilizing community support services and programs brought into the institution (versus a purchase of care concept from the community through furlough/release).	1 16	2 23	3 27	4 27	5 7	1 4	2 18	3 46	4 27	5 4	2.86 3.09
Women's corrections in the future will move toward full participation with other components of the Criminal Justice System. (Developing cooperative preventive efforts to impact social policy, working with offenders, and integrating correctional services with other community support-systems (medical, psychiatric, counseling, etc.) thus guaranteeing a continuity of services to correctional clients.)	1 77	2 16	3 7	4 0	5 0	1 16	2 30	3 36	4 16	5 2	1.30 2.57
The women's facility will fulfill the correctional role by imposing no more control than is necessary to insure inmate/public safety and the achievement of program objectives.	1 68	2 18	3 7	4 2	5 5	1 13	2 34	3 38	4 11	5 5	1.59 2.63
The women's institution in the future will work towards maintaining family relationships, by fostering family participation in the correctional-rehabilitation process.	1 71	2 16	3 9	4 4	5 0	1 7	2 29	3 41	4 18	5 5	1.45 2.86

Role Statement	(+Desirability(-)					(+) Probability(-)					
The women's institution will fill its correctional role through use of legally binding contracts governing programming, responsibilities and release considerations.	1 25	2 25	3 29	4 16	5 5	1 5	2 23	3 41	4 18	5 13	2.52 3.09
There will be advanced treatment involved for female offenders - counseling, psychological and psychiatric.	1 63	2 30	3 7	4 0	5 0	1 18	2 23	3 36	4 20	5 2	1.45 2.64
The adult women's correctional facility will house only felony offenders committed for assaultive-type offenses and considered dangerous, and the professional offender in order to fulfill the role of protecting society from those females who present too much risk to be retained in the community.	1 52	2 29	3 14	4 5	5 0	1 13	2 18	3 30	4 25	5 14	1.73 3.11
The institution will utilize community resources by daily release of offenders to purchased services (education, mental health, family counseling, etc.) rather than duplicate such services within the institution.	1 46	2 29	3 13	4 9	5 4	1 7	2 23	3 43	4 20	5 7	1.95 2.96
The women's institution of the future will utilize more inmate services to reduce system maintenance costs (e.g., food production, laundry, maintenance, supervision, etc.).	1 27	2 20	3 25	4 16	5 11	1 25	2 25	3 36	4 5	5 7	2.64 2.44
The correctional institutions for women will be small (detention) units in the future, decentralized throughout the state.	1 54	2 25	3 7	4 7	5 7	1 4	2 14	3 34	4 30	5 18	1.89 3.45

Role Statement	(+Desirability(-)					(+) Probability(-)					
The women's institution will provide a broader span of academic and vocational education programs than provided in 1975.	1 63	2 27	3 9	4 0	5 2	1 21	2 36	3 27	4 13	5 4	1.52 2.41
The women's correctional facility will become a miniature social, political and economic institution, having increased recognition and growing influence in society. (Its residents will recognize their common problems and increase their identification with similar social organizations in the community. Greater organization and independence among the women housed therein will be witnesses.)	1 23	2 27	3 30	4 7	5 13	1 5	2 11	3 43	4 18	5 23	2.59 3.43
The Courts will take a role in the correctional process by developing a community classification system for offender handling, as well as being the determinant of release of inmates in conjunction with the institution.	1 13	2 18	3 18	4 27	5 25	1 4	2 11	3 27	4 38	5 21	3.34 3.63
The institution will play a role of determining release for women based on identifiable behavioral changes in the inmate (having received sentences with indeterminate release).	1 46	2 23	3 18	4 7	5 5	1 9	2 20	3 46	4 13	5 13	2.02 3.00
The adult women's correctional facility in 1985 will be regionalized (serving multi-states), with a small population of intractable offenders.	1 23	2 14	3 16	4 21	5 25	1 2	2 13	3 27	4 32	5 27	3.12 3.70
The women's institution will service more clients with flat sentences - with no chance of early release or parole.	1 7	2 14	3 14	4 27	5 38	1 11	2 25	3 21	4 25	5 18	3.73 3.14

Role Statement	(+)Desirability(-)					(+) Probability(-)				
The institution will exist to play a role of punishment for crimes against society.	1 7	2 18	3 14	4 32	5 27	1 29	2 29	3 16	4 16	5 7
			3.55					2.43		
The adult women's correctional facility will play a security-oriented role as more diverse types of offenders are committed.	1 9	2 18	3 32	4 29	5 13	1 18	2 32	3 32	4 16	5 2
			3.18					2.52		
The correctional facility will provide training for the large majority of offenders (60-80%) with the remainder housed for custody only (A no programming option for the inmate).	1 29	2 20	3 14	4 14	5 23	1 13	2 29	3 34	4 14	5 11
			2.84					2.82		
The institution will encounter a slow movement toward actual "rehabilitation" of female offenders.	1 29	2 14	3 29	4 11	5 18	1 18	2 18	3 38	4 20	5 7
			2.75					2.80		
The women's institution will serve as a sanction in order to fulfill role of general deterrence.	1 14	2 20	3 27	4 23	5 9	1 18	2 34	3 27	4 9	5 5
			2.92					2.46		
The women's facility will play the role of a goal oriented treatment center addressing the needs of women as individuals with need variances.	1 66	2 20	3 9	4 5	5 0	1 2	2 27	3 36	4 30	5 5
			1.54					3.12		
The women's correctional facility of the future will provide a structured social environment paralleling that of the "outside world." (This will include physical plant adaptation to be less "prison like," diversified social, work, economic, recreational, and cultural activities.)	1 55	2 32	3 9	4 4	5 0	1 7	2 29	3 34	4 23	5 7
			1.61					2.95		
The correctional institution for women will provide a structured self-government system which requires few employees. (Control and management will be the responsibility of those individuals incarcerated.)	1 7	2 21	3 29	4 14	5 29	1 0	2 2	3 16	4 39	5 43
			3.36					4.23		

Role Statement	(+Desirability(-)					(+) Probability(-)				
	1	2	3	4	5	1	2	3	4	5
The women's institution will integrate program activities with male correctional facilities in order to equalize program opportunities (not a co-ed facility).	34	36	14	16	0	4	13	46	27	11
			2.13					3.29		
Women's institutions will use medical, psychological, social and educational techniques for experimentation and demonstration concerning the conversion of persons into socially acceptable models.	16	23	25	18	18	2	11	38	27	23
			2.98					3.60		
Women's correctional facilities will place intensive and increased emphasis on job training, development and placement after incarceration (including non-traditional female positions, e.g., welding, automotive, etc.).	52	36	13	0	0	9	43	32	11	5
			1.61					2.61		
The women's institution, as well as the entire correctional system, will utilize more sophisticated planning, research, development, and evaluation in determining goals, objectives and alternatives in assessing its need and making its decisions.	80	18	2	0	0	16	29	36	18	2
			1.21					2.61		
Programming opportunities in women's institutions will be equal to those available in men's facilities.	82	14	2	2	0	21	25	25	18	11
			1.23					2.71		
The women's institution will house and program for offenders making restitution to injured parties and society as sentenced by the courts.	57	21	9	4	9	9	34	27	21	9
			1.86					2.81		

Role Statement	(+Desirability(-)					(+) Probability(-)					
The parole function will be eliminated as structured and revert to a service providing after-care component of the women's institution.	1 30	2 18	3 23	4 20	5 9	1 0	2 4	3 45	4 32	5 20	2.59 3.68
The women's correctional institution will house individuals for short sentences, utilize intensive programming, returning the individual to society at the quickest possible pace.	1 46	2 30	3 13	4 7	5 4	1 4	2 9	3 41	4 39	5 7	1.91 3.38
The institution will replace its role of "rehabilitation" with the concept of "self-help" as reflected in the availability of self-help programming.	1 48	2 27	3 20	4 4	5 0	1 4	2 34	3 34	4 21	5 5	1.78 2.91
The institution will again play a role of carrying out death penalty sentences for specific offenders/ crimes.	1 9	2 2	3 11	4 18	5 61	1 5	2 11	3 18	4 39	5 27	4.20 3.71
The women's institution will make available living arrangements for children of women incarcerated who desire family-oriented treatment.	1 32	2 20	3 16	4 13	5 20	1 4	2 5	3 27	4 27	5 38	2.68 3.89
The institution of the future will make more use of furlough and work/study release programs as a part of its correctional programming.	1 84	2 13	3 2	4 0	5 0	1 36	2 29	3 25	4 9	5 0	1.16 2.07
The institution will remain stable in size and population, however, the length of sentence for the individual will increase.	1 4	2 9	3 18	4 20	5 46	1 13	2 18	3 32	4 20	5 16	4.00 3.09
The women's institution will fulfill its correctional role by becoming a co-ed facility in order to gain greater program options and resources that are not affordable in small women's facilities.	1 20	2 25	3 18	4 13	5 25	1 4	2 14	3 27	4 27	5 29	2.98 3.63

Role Statement	(+Desirability(-)					(+) Probability(-)				
The women's institution will move towards developing more specific intervention techniques for specific offender types according to improved diagnostic and classification systems.	1 45	2 41	3 11 1.75	4 2	5 2	1 5	2 23	3 48 2.93	4 20	5 4
Differential facilities (e.g. custody only unit, maximum security, minimum security, mental health units, drug unit, etc.) and differential treatment will exist according to crime/offender typology.	1 34	2 39	3 20 2.04	4 4	5 4	1 2	2 21	3 41 3.21	4 25	5 11
Due to many factors (e.g., public apathy, small number of women offenders, lack of economic support, other government priorities, etc.) there will be little or no change in the role of the adult women's correctional facility in 10 years.	1 4	2 2	3 2 4.59	4 20	5 75	1 13	2 34	3 23 2.84	4 18	5 13
Female felons (with exception of "dangerous"/"hard core" offenders) will be handled at local level facilities subject to standards imposed by the state and regulated through subsidies.	1 29	2 38	3 16 2.24	4 13	5 4	1 4	2 18	3 34 3.29	4 32	5 11
The women's facility will exist only to contain the small number of women who need long-term, high security incarceration.	1 34	2 32	3 18 2.29	4 5	5 11	1 9	2 11	3 38 3.23	4 34	5 9
Because of economic, legal, and philosophical considerations, the women's prison of today (as structured in 1975) will be abolished, or in the process of being phased out, in 10 years.	1 18	2 25	3 27 2.80	4 20	5 11	1 4	2 2	3 20 4.16	4 25	5 50

Role Statement	(+Desirability(-)					(+) Probability(-)				
The institution will fulfill its correctional role by teaching skill training (including non-traditional, female skills) in viable positions in society.	1 55	2 29	3 9	4 5	5 2	1 11	2 23	3 38	4 23	5 5
	1.70					2.89				
The institutional role will be enhanced by government guaranteed job opportunity in all cases where private employment is unavailable.	1 20	2 21	3 21	4 14	5 23	1 2	2 2	3 20	4 34	5 43
	3.00					4.14				
The adult women's correctional facility will play a role of custody, warehousing female felons.	1 2	2 14	3 9	4 21	5 54	1 11	2 29	3 13	4 21	5 27
	4.12					3.25				
Through programming, legislation, and judicial process, the drug offender, first offender, and victimless crime offender will be diverted from the women's institution resulting in only dangerous and recidivist offenders being housed within.	1 50	2 34	3 9	4 7	5 0	1 4	2 20	3 46	4 16	5 14
	1.73					3.18				
The women's facility will play a diagnostic and evaluative role for placement, sentencing alternatives, service brokerage, and overall determination of correctional options for the individual.	1 50	2 32	3 11	4 4	5 2	1 11	2 20	3 36	4 27	5 5
	1.73					2.96				
Diversion by many factors will result in the women's facility fulfilling its role through a small, multi-state regionalized facility.	1 27	2 14	3 23	4 13	5 21	1 0	2 7	3 27	4 34	5 30
	2.87					3.89				
Continued economic considerations on society coupled with court and legislative decisions will make the women's facility larger (population) and more complex in its role.	1 5	2 5	3 18	4 27	5 41	1 20	2 30	3 30	4 9	5 7
	3.96					2.52				

APPENDIX E

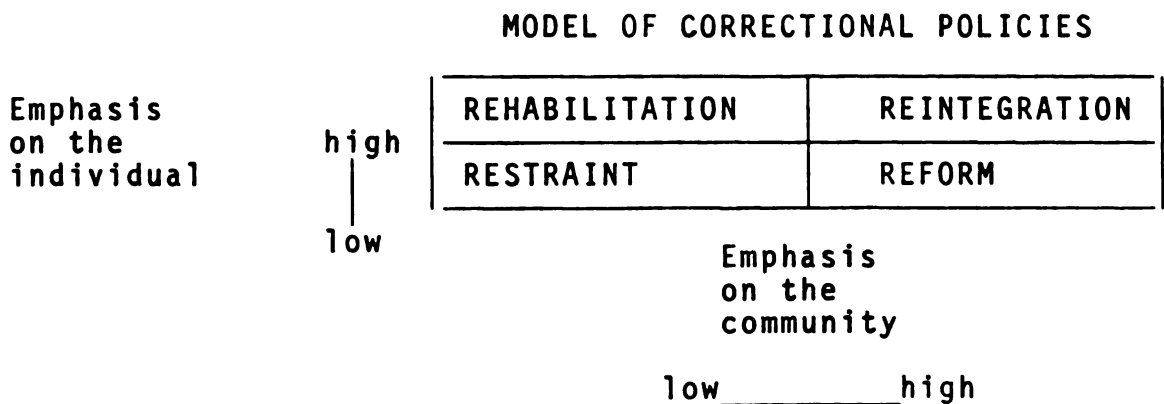
DELPHI QUESTIONNAIRE, APRIL 20, 1976

A STUDY OF THE ROLES OF THE
ADULT WOMEN'S CORRECTIONAL INSTITUTION
Delphi Questionnaire
April 20, 1976

In recent years the effectiveness of correctional programs has been subject to increasing question. Of particular concern are those institutions caring for women. The lack of research in this area clearly reflects a need for policy implementation to provide more effective correctional programs. Significantly, correctional policies must be measured and evaluated so that correctional programs pursue the projected role for the functioning of women's institutions.

To obtain information concerning the role of women's institutions the Delphi Technique has been employed to obtain group opinion and consensus without direct interaction. Questionnaires were sent to correctional administrator, legislators, and the heads of the Department of Corrections throughout the fifty states, asking them to identify issues (problems, projections) in the area of women's institutions. The initial returns were then processed and a second questionnaire was developed containing the issues identified by the participants. This questionnaire asked the participants to rate each item in terms of priority and desirability.

To provide the researchers with normative data by which a classification of correctional systems is to be obtained, you are asked to rate each question in two dimensions: (1) emphasis on the individual (2) emphasis on the community. The emphasis placed on these particular concerns will form the basis for the classification of correctional policies illustrated below:



For purposes of clarity when completing the questionnaire, the four basic models have been defined as follows:

- REFORM - characterized by maximal stress on community standards, low stress on the individual. The basic influence style is correctional compliance.
- REHABILITATION - characterized by high stress on the individual and low stress on the community. The basic influence style is supportive control and punishment presented as therapy.
- RESTRAINT - characterized by minimal concern for the community and the individual. The basic influence style is organizational survival through attempts to control individuals.
- REINTEGRATION - characterized by high stress on both community and offender. The basic influence style is correctional internalization; concern with reducing the stigma attached to criminality (community treatment approach).

IMPORTANT: Please read the attached sheet containing full instructions for this questionnaire before proceeding. Please rate each of the following role statements by the emphasis on the individual, circling the appropriate numbers (1-low, 5-high).

1. The women's institution will provide a continuum of increased/intensive after-care through approved community programs, closer parole supervision, half-way placement prior to release, "out-patient" services for ex-offenders, etc. 1 2 3 4 5
2. The women's institution will be a social problem oriented facility serving to coordinate services on specific female problems, as well as general social competence, awareness and responsibility for adjustment into society. 1 2 3 4 5
3. The women's facility will be a base station utilizing community support services and programs brought into the institution (versus a purchase of care concept from the community through furlough/release). 1 2 3 4 5
4. The institution will make greater use of placements of offenders in volunteer roles in community programs/agencies. 1 2 3 4 5
5. The women's institution will be small, community based - utilizing local community resources. 1 2 3 4 5
6. The insitution will make greater use of placement of offenders with families in the local communities. 1 2 3 4 5
7. Community based facilities (half-way houses, group homes, area centers, etc.) will be utilized for all female offender who are not considered a "risk" to society. 1 2 3 4 5
8. The women's institution of the future will utilized more inmate services to reduce system maintenance costs (e.g., food production, laundry, maintenance, supervision, etc.). 1 2 3 4 5

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| 9. | The correctional institutions for women will be small (detention) units in the future, decentralized throughout the state. | 1 | 2 | 3 | 4 | 5 |
| 10. | The women's institution will provide a broader span of academic and vocational education programs than provided in 1975. | 1 | 2 | 3 | 4 | 5 |
| 11. | The women's correctional facility will become a miniature social, political and economic institution, having increased recognition and growing influence in society. (Its residents will recognize their common problems and increase their identification with similar social organizations in the community. Greater organization and independence among the women housed therein will be witnessed.) | 1 | 2 | 3 | 4 | 5 |
| 12. | The Courts will take a role in the role in the correctional process by developing a community classification system for offender handling, as well as being the determinant of release of inmates in conjunction with the institution. | 1 | 2 | 3 | 4 | 5 |
| 13. | The institution will play a role of determining release for women based on identifiable behavioral changes in the inmate (having received sentences with indeterminate release). | 1 | 2 | 3 | 4 | 5 |
| 14. | The adult women's correctional facility in 1985 will be regionalized (serving multi-states), with a small population of intractable offenders. | 1 | 2 | 3 | 4 | 5 |
| 15. | The women's institution will service more clients with flat sentences - with no chance of early release or parole. | 1 | 2 | 3 | 4 | 5 |
| 16. | Women's corrections in the future will move toward full participation with other components of the Criminal Justice System. (Developing cooperative preventive efforts to impact social policy, working with offenders, and integrating correctional services with other community support-systems (medical, psychiatric, counseling, etc.) thus guaranteeing a continuity of services to correctional clients.) | 1 | 2 | 3 | 4 | 5 |

17. The women's facility will fulfill the correctional role by imposing no more control than is necessary to insure inmate/public safety and the achievement of program objectives. 1 2 3 4 5
18. The women's institution in the future will work towards maintaining family relationships, by fostering family participation in the correctional-rehabilitation process. 1 2 3 4 5
19. The women's institution will fill its correctional role through use of legally binding contracts governing programming, responsibilities and release considerations. 1 2 3 4 5
20. There will be advanced treatment involved for female offenders - counseling, psychological and psychiatric. 1 2 3 4 5
21. The adult women's correctional facility will house only felony offenders committed for assaultive-type offenses and considered dangerous, and the professional offender in order to fulfill the role of protecting society from those females who present too much risk to be retained in the community. 1 2 3 4 5
22. The institution will utilize community resources by daily release of offenders to purchased services (education, mental health, family counseling, etc.) rather than duplicate such services within the institution. 1 2 3 4 5
23. The institution will exist to play a role of punishment for crimes against society. 1 2 3 4 5
24. The adult women's correctional facility will play a security-oriented role as more diverse types of offenders are committed. 1 2 3 4 5
25. The correctional facility will provide training for the large majority of offenders (60-80%) with the remainder housed for custody only (A no programming option for the inmate. 1 2 3 4 5
26. The institution will encounter a slow movement toward actual "rehabilitation of female offenders. 1 2 3 4 5

27. The women's institution will serve as a sanction in order to fulfill role of general deterrence. 1 2 3 4 5
28. The women's facility will play the role of a goal oriented treatment center addressing the needs of women as individuals with need variances. 1 2 3 4 5
29. The women's correctional facility of the future will provide a structured social environment paralleling that of the "outside world." (This will include physical plant adaptation to be less "prison like," diversified social, work, economic, recreational, and cultural activities. 1 2 3 4 5
30. The correctional institution for women will provide a structured self-government system which requires few employees. (Control and management will be the responsibility of those individuals incarcerated.) 1 2 3 4 5
31. The women's institution will integrate program activities with male correctional facilities in order to equalize program opportunities (not a co-ed facility). 1 2 3 4 5
32. Women's institutions will use medical, psychological, social and educational techniques for experimentation and demonstration concerning the conversion of persons into socially acceptable models. 1 2 3 4 5
33. Women's correctional facilities will place intensive and increased emphasis on job training, development and placement after incarceration (including non-traditional female positions, e.g., welding, automotive, etc.). 1 2 3 4 5
34. The women's institution, as well as the entire correctional system, will utilize more sophisticated planning, research, development, and evaluation in determining goals, objectives and alternatives in assessing its needs and making its decisions. 1 2 3 4 5

35. Programming opportunities in women's institutions will be equal to those available in men's facilities. 1 2 3 4 5
36. The women's institution will house and program for offenders making restitution to injured parties and society as sentenced by the courts. 1 2 3 4 5
37. The parole function will be eliminated as structured and revert to a service providing after-care component of the women's institution. 1 2 3 4 5
38. The women's correctional institution will house individuals for short sentences, utilize intensive programming, returning the individual to society at the quickest possible pace. 1 2 3 4 5
39. The institution will replace its role of "rehabilitation" with the concept of "self-help" as reflected in the availability of self-help programming. 1 2 3 4 5
40. The institution will again play a role of carrying out death penalty sentences for specific offenders/crimes. 1 2 3 4 5
41. The women's institution will make available living arrangements for children of women incarcerated who desire family-oriented treatment. 1 2 3 4 5
42. The institution of the future will make more use of furlough and work/study release programs as a part of its correctional programming. 1 2 3 4 5
43. The institution will remain stable in size and population, however the length of sentence for the individual will increase. 1 2 3 4 5
44. The women's institution will fulfill its correctional role by becoming a co-ed facility in order to gain greater program options and resources that are not affordable in small women's facilities. 1 2 3 4 5
45. The women's institution will move towards developing more specific intervention techniques for specific offender types according to improved diagnostic and classification systems. 1 2 3 4 5

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| 46. | Differential facilities (e.g. costody only unit, maximum security, minimum security, mental health units, drug unit, etc.) and differential treatment will exist according to crime/offender typology. | 1 | 2 | 3 | 4 | 5 |
| 47. | Due to many factors (e.g., public apathy, small number of women offenders, lack of economic support, other government priorities, etc.) there will be little or no change in the role of the adult women's correctional facility in 10 years. | 1 | 2 | 3 | 4 | 5 |
| 48. | Female felons (with exception of "dangerous"/"hard core" offenders) will be handled at local level facilities subject to standards imposed by the state and regulate through subsidies. | 1 | 2 | 3 | 4 | 5 |
| 49. | The women's facility will exist only to contain the small number of women who need long-term, high security incarceration. | 1 | 2 | 3 | 4 | 5 |
| 50. | Because of economic, legal, and philosophical considerations, the women's prison of today (as structured in 1975) will be abolished, or in the process of being phased out, in 10 years. | 1 | 2 | 3 | 4 | 5 |
| 51. | The institution will fulfill its correctional role by teaching skill training (including non-traditional, female skills) in viable positions in society. | 1 | 2 | 3 | 4 | 5 |
| 52. | The institutional role will be enhanced by government guaranteed job opportunity in all cases where private employment is unavailable. | 1 | 2 | 3 | 4 | 5 |
| 53. | The adult women's correctional facility will play a role of custody, warehousing female felons. | 1 | 2 | 3 | 4 | 5 |
| 54. | Through programming, legislation, and judicial process, the drug offender, first offender, and victimless crime offender will be diverted from the women's institution resulting in only dangerous and recidivist offenders being housed within. | 1 | 2 | 3 | 4 | 5 |

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| 55. | The women's facility will play a diagnostic and evaluative role for placement, sentencing alternatives, service brokerage, and overall determination of correctional options for the individual. | 1 | 2 | 3 | 4 | 5 |
| 56. | Diversion by many factors will result in the women's facility fulfilling its role through a small, multi-state regionalized facility. | 1 | 2 | 3 | 4 | 5 |
| 57. | Continued economic considerations on society coupled with court and legislative decisions will make the women's facility larger (population) and more complex in its role. | 1 | 2 | 3 | 4 | 5 |

IMPORTANT: Please read the attached sheet containing full instructions for this questionnaire before proceeding. Please rate each of the following role statements by the emphasis on the community, circling the appropriate numbers (1-low, 5-high).

1. The institution will make greater use of placements of offenders in volunteer roles in community programs/agencies. 1 2 3 4 5
2. The women's institution will be small, community based - utilizing local community resources. 1 2 3 4 5
3. The institution will make greater use of placement of offenders with families in the local communities. 1 2 3 4 5
4. Community based facilities (half-way houses, group homes, area centers, etc.) will be utilized for all female offenders who are not considered a "risk" to society. 1 2 3 4 5
5. The women's institution will provide a continuum of increased/intensive after-care through approved community programs, closer parole supervision, half-way placement prior to release, "out-patient" services for ex-offenders, etc. 1 2 3 4 5
6. The women's institution will be a social problem oriented facility serving to coordinate services on specific female problems, as well as general social competence, awareness and responsibility for adjustment into society. 1 2 3 4 5
7. The women's facility will be a base station utilizing community support services and programs brought into the institution (versus a purchase of care concept from the community through furlough/release). 1 2 3 4 5

8. Women's corrections in the future will move toward full participation with other components of the Criminal Justice System. (Developing cooperative preventive efforts to impact social policy, working with offenders, and integrating correctional services with other community support-systems (medical, psychiatric, counseling, etc.) thus guaranteeing a continuity of services to correctional clients.) 1 2 3 4 5
9. The women's facility will fulfill the correctional role by imposing no more control than is necessary to insure inmate/public safety and the achievement of program objectives. 1 2 3 4 5
10. The women's institution in the future will work towards maintaining family relationships, by fostering family participation in the correctional-rehabilitation process. 1 2 3 4 5
11. The women's institution will fill its correctional role through use of legally binding contracts governing programming, responsibilities and release considerations. 1 2 3 4 5
12. There will be advanced treatment involved for female offenders - counseling, psychological and psychiatric. 1 2 3 4 5
13. The adult women's correctional facility will house only felony offenders committed for assaultive-type offenses and considered dangerous, and the professional offender in order to fulfill the role of protecting society from those females who present too much risk to be retained in the community. 1 2 3 4 5
14. The institution will utilize community resources by daily release of offenders to purchased services (education, mental health, family counseling, etc.) rather than duplicate such services within the institution. 1 2 3 4 5

15. The women's institution of the future will utilize more inmate services to reduce system maintenance costs (e.g., food production, laundry, maintenance, supervision, etc.). 1 2 3 4 5
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| 33. | Women's correctional facilities will place intensive and increased emphasis on job training, development and placement after incarceration (including non-traditional female positions, e.g., welding, automotive, etc.). | 1 | 2 | 3 | 4 | 5 |
| 34. | The women's institution, as well as the entire correctional system, will utilize more sophisticated planning, research, development, and evaluation in determining goals, objectives and alternatives in assessing its needs and making its decisions. | 1 | 2 | 3 | 4 | 5 |
| 35. | Programming opportunities in women's institutions will be equal to those available in men's facilities. | 1 | 2 | 3 | 4 | 5 |
| 36. | The women's institution will house and program for offenders making restitution to injured parties and society as sentenced by the courts. | 1 | 2 | 3 | 4 | 5 |
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| 38. | The women's correctional institution will house individuals for short sentences, utilize intensive programming, returning the individual to society at the quickest possible pace. | 1 | 2 | 3 | 4 | 5 |
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