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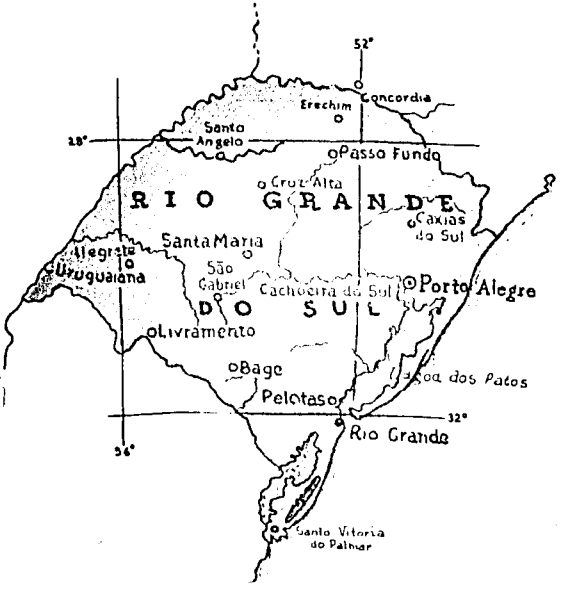
State of Rio Grande do Sul, Brasil

Survey of Prison System



conducted by

Loren E. Daggett

under the auspices of

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Agency for International Development

SURVEY OF PRISON SYSTEM
STATE OF RIO GRANDE DO SUL, BRASIL

Conducted by
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Agency for International Development

1965

FOREWARD

The survey of the Prison System of the State of Rio Grande do Sul, Brazil was conducted for the Office of Public Safety, Agency for international Development, Department of State. It was accomplished between August 1, 1965 and September 13, 1965 on a reimbursable detail arranged between Mr. Myrl E. Alexander, Director of the Bureau of Prisons, and Mr. Byron Engle, Director of the Office of Public Safety.

The inspection of five representative institutions was made after briefings in Washington and Rio de Janeiro. This printing of the report is identical with the report prepared in Brazil, except for minor corrections and addition of photos.

It would be difficult to list all of those who were helpful during the briefings, inspection, and report writing. However, Mr. Frank Jessup, Chief of Public Safety in Brazil, and Mr. Stanley Smith, Public Safety Officer at Porto Alegre, RGS, were outstanding in their efforts to assist this consultant.

It was a unique and rewarding experience, not only for the opportunity to visit a prison system in a Foreign State, but also in the opportunity to meet with and observe the fine work being performed by Public Safety employees.

Loren E. Daggett

October 1, 1965

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CONCLUSIONS AND RECOMMENDATIONS

PERSONNEL

IT IS GENERALLY RECOGNIZED that the most important factor in the development and operation of a good prison program is competent personnel. It is also generally recognized that the prison employee who has the most frequent contacts with inmates has the greatest influence upon the inmates' behavior. This means that the progressive prison systems no longer look upon the prison employee as a guard or turnkey. The employee who supervises inmates at work and in quarters should be both an instructor and counselor. He must also be trained in, and alert to, custodial requirements.

At the present salary base for interior supervision it is impossible to recruit personnel who can meet the above standards. The present DIP employees have generally been drawn from the same social level as the inmates. One administrator recalled that when he assumed his present post recently he had difficulty distinguishing between employees and inmates and he finally learned that the inmates were often cleaner and better dressed than the employees. When recruitment is limited by such low salaries the employees either tend to connive with the inmates or are extremely sadistic.

There is also a severe shortage in the number of DIP employees in the large institutions. This shortage is created in part, by the specific law restricting the hiring of new employees.

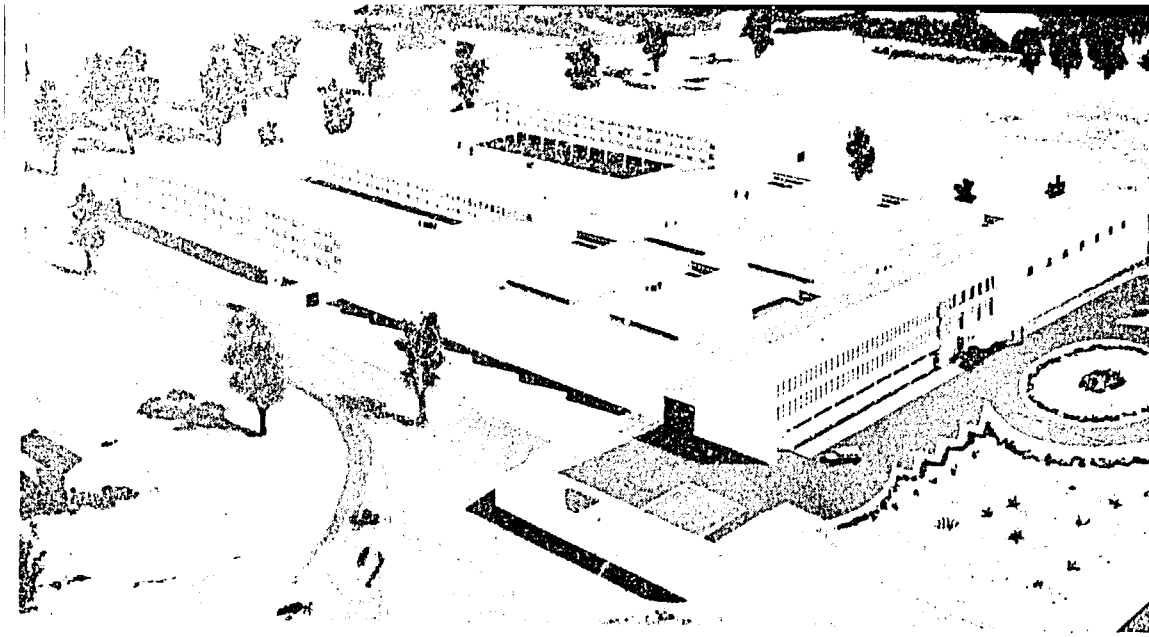
One of the long range benefits which will justify higher salaries, higher recruitment standards and training is the fact that more efficient and effective work will be performed. Higher salaries and more employees will not bring this about automatically. Recruiting standards must also be improved. Director Vianna is well aware of the limitations imposed by present personnel standards and salaries and hopes to improve both.

Prison work is generally regarded as a career in itself, and it takes years of training and experience to become a competent prison employee. Just as there is no specific outside experience providing prison training; there is generally no other employer who can utilize this experience and training except the State. The well trained and efficient prison employee must be rewarded with tenure in his job as long as he performs it efficiently. This means that prison work must be a career service if competent administrators are to be developed and competent employees retained in the service.

Training is a necessary pre-requisite to the development of competent employees. Since prison work is unique, each correctional system must provide its own training, although it is naturally recognized that most universities can contribute to the curriculum. Some training must be performed at each institution, but since so many of the jails are small, a training center should be established. The most logical place would be the State Penitentiary at Porto Alegre since personnel from the DIP could be used in the training sessions, the Criminal Anthropology Department could assist, and the services of the University of Rio Grande do Sul are available.

PERSONNEL RECOMMENDATIONS

1. Increase salaries or employees to the point that recruitment of good correctional employees will be possible. This means that wages and hours worked must be competitive with the salaries paid by other employees seeking the same type of employee.
2. Set up recruitment standards and advertise vacancies as widely as possible.
3. Provide a good tenure and retirement system for all employees.



State Penitentiary, Porto Alegre

4. Provide training for all present employees and new recruits. This basic training should include both lectures and supervision on assignments.
5. Provide training for professional and specialist employees in the system and keep all training as a continuing basis.
6. Provide the assistance of an advisor who has had experience in training and clearly define the roles administrators are to play in the training process.
7. Replace those employees who cannot qualify under the new standards, fill existing vacancies and provide enough new positions to accomplish the goals set forth in other sections of this report.

MILITARY BRIGADE

Although the use of Military Brigade for prison duty is somewhat foreign to the experience of this consultant, it is quite apparent that this tradition will continue for some time so no recommendation for a sudden and complete change will be made. It must also be admitted that one of the most orderly

and progressive jails inspected was operated by the brigade.

However, it must be observed that the primary responsibility of the Military Brigade is not to the DIP. They are not specially trained for prison work and the divided loyalty and divided responsibility cannot contribute to efficiency.

In the large institutions the Brigade is usually restricted to the maintenance of perimeter security and this Consultant can envision the development of a good prison program under this system.

It must be noted that the traditional 24 hours on, 48 off, is the outgrowth of military experience only. The further limitation of two hours on guard and 4 hours off during the actual on post duty limits the hours of each soldier to 18 2/3 hours per week. Under this system 88 brigade members are engaged in providing perimeter security for 660 men at the State Prison, Porto Alegre. This is contrasted to the institution with which I am most familiar, where 25 correctional officers provide perimeter security for 2200 men in an area comprising 22 acres.

RECOMMENDATIONS

1. Restrict the use of Military Brigade to perimeter security in all major institutions.
2. Provide DIP personnel for all new positions except those entirely restricted to perimeter security.
3. Provide special training for all Military Brigade assigned to the small institutions in the regular DIP employee training.
4. Design of new institutions should limit perimeter posts to the least number consistent with the security needed.

CUSTODY

Some authorities might argue that the best test of custody is the number of escapes. In this respect, the situation in the Rio Grande do Sul institutions is much improved over past years, but there still remains room for improvement. It is also wise to take into account the number of employees required to maintain custody.

Industrialization and urbanization are making rapid strides in Brazil and in the State of Rio Grande do Sul. This also

means rapid social change is also taking place. Progress does not always take place smoothly and there are always many disorganized families and individuals. Criminals tend to become more sophisticated. The police in turn must be trained in more effective methods. Eventually the sophisticated criminals will be committed to instituions in large numbers. Many will become bad escape risks and custodial practices which are sufficient today will be inefficient five to ten years later.

Bars in the present institutions are small and of soft metal. There are no central locking systems, and few key locks on cells or grills. Cell locking devices consist of a sliding steel bolt on each door. These can be reached quite easily from the barred observation window in each cell door by use of a short hook or loop. The single 3/16" wire bed springs had been torn from many beds. The wardens thought it had been done for mere destruction, but they might be surprised to know how many attempts had been made to open the sliding bolts. Padlocks are sometimes used to lock the bar in place, but all padlocks observed were small and easily broken. Most of the padlocked cells were empty having been locked to protect the personal effects of working inmates. Inmates who present the extreme custody risks are usually locked in their cells. One inmate who consistently unlocked his bolted door, even when padlocked, was confined by a tight bolt in lieu of a padlock.

Locking an escape risk in a cell usually increases his desire to escape and as the number increases a riotous situation usually develops. Control grills in the two major institutions appear adequate, but they too are secured by a sliding bolt and padlock, and employee supervision of control grills appeared inadequate.

This consultant prefers perimeter security which will allow operation of a good work and training program without the inconveniences and irritations caused by attempting to control custody from within. Nevertheless, control must be maintained and some internal custody must be maintained to insure that control

There are no interior communications systems. Post orders are non-existent. This is understandable in view of the literacy level of many employees and the lack of training.

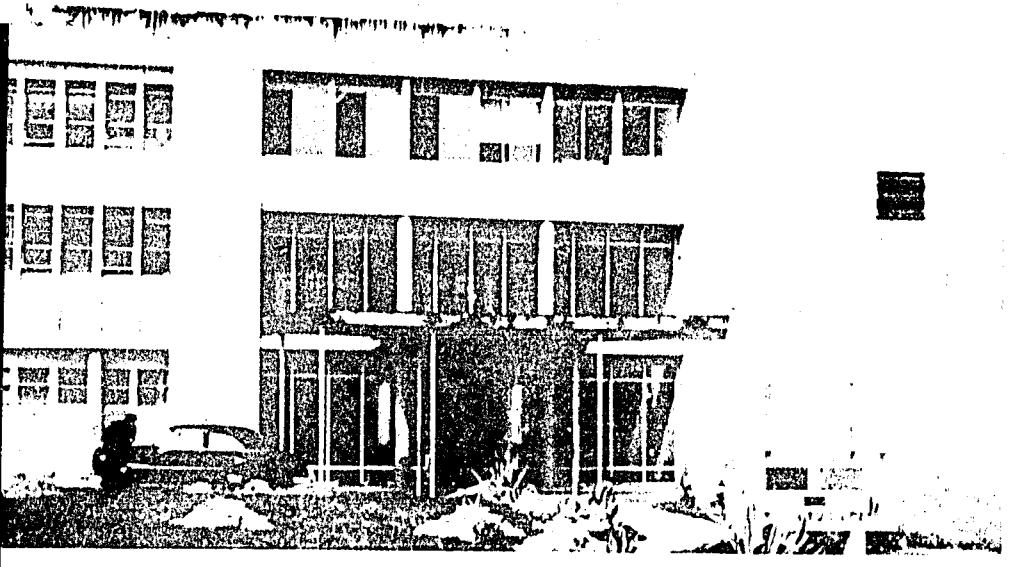
One of the worst practices observed was the wearing of

sidearms inside the institutions. Armed employees walked through inmate groups routinely. No employee is safe when he walks among inmates while armed. It would be no problem to seize him, disarm him, and turn the weapon on employees in an escape attempt and hostages are often taken. This has occured in the past, and can be expected to occur more frequently in the future with the anticipated change in prisoner types.

Probably the only thing that actually results from wearing sidearms is the false sense of security it provides weak employees. Paradoxically, it actually places them in greater danger.

Administrators must always consider the possibility of use of seized arms wherever armed employees are allowed to enter an institution. The warden who fails to make some provision for more firepower on the perimeter, and more armed employees in reserve, would be foolish indeed. It would be much more practical to keep arms outside the prison, reduce the number of perimeter posts, and place this saving in manpower inside the institution to increase interior supervision and control

State Prison Administration Building, Porto Alegre



RECOMMENDATIONS

1. Prohibit firearms within the institution.
2. Provide judo training for employees for their protection and to reduce their apprehensions over loss of firearms.
3. Provide interior communications systems.
4. Provide written post orders regarding the operations of all doors, locks, grills, and movement of prisoners.
5. Increase the number of counts to at least four; before breakfast; close of work day; close of evening recreational period and midnight.
6. Increase number of employee positions within the institution.
7. Incorporate better steel bars, windows, and jail type locking systems in all new custody institutions.

DISCIPLINE

Discipline varied between institutions and, as might have been expected, was best in those institutions where a work program existed. Discipline is generally thought of in the negative. In this respect the disciplinary standards of the Rio Grande do Sul system are relative lax. There is no corporal punishment. Since there is not statutory good time there is no possibility of good time forfeiture. Behavior is reported to the paroling authority and there is also a special provision whereby the sentencing judge may extend the sentence by two years if he is convinced release would be incompatible with the best interests of society. While both are good features, the control rests outside the authority of the institutional administrators. This weakens the effect, for prisoners will gamble upon their ability to convince the outsider that he has been right in all actions. About the only punishment meted out to institutional troublemakers is to be locked in the cell with all personal possessions and furnishings.

One of the reasons for the lenient disciplinary measures has been the attitude of the Press. It is indeed difficult to fully understand the almost schizophrenic attitude of the Press and public regarding offenders. They universally demand their pound of flesh in the form of persecution and punishment. Once committed, the roles are reversed. The offender becomes the victim, the warden, a sadist. Whether this is a rationalization of guilt feelings over their original outcry is a problem for the

social psychologists, and not pertinent to this report. It is, however, a very real problem to prison administrators.

There is also a positive aspect to discipline. Most successful prison systems have been able to develop the positive approach, or at least to combine positive and negative measures. The prison subculture was developed in the brutal systems of the past. It is persistent, continually reinforced by the offenders' hostility to authority and his desire for acceptance. Having been rejected by the larger culture and this rejection finalized by prosectuion and commitment he seeks refuge in the prison subculture which is usually manipulated by a few strong leaders in the prison population.

Improving the general conditions of prison life by more humane treatment including better quarters, fewer negative restrictions, improved sanitation and health measures, inauguration of vocational and academic training, and other improvements are helpful in reducing the influence of the prison subculture, but there must be other methods of motivation.

It is difficult to motivate prisoners. This is one of the basic problems which all prison administrators must face. One of the factors is the offenders deep-seated resentment toward authority. Another is his tendency to seek immediate gratification of his desires. This is usually the principal cause of his conflict with authority leading to incarceratinn.

If he is to be motivated he must have positive rewards and they must accrue without undue delay. This Consultant believes that one of the major problems facing the Rio Grande do Sul System is the lack of incentives for prisoners. There is a pay system with four grades of pay. The money in this fund is very low and only a few men can be paid. Therefore, inmates who cannot be paid refuse to work. They are probably supported in this attitude by most of the employees. Thus, the limited pay system actually becomes a deterrent to the majority and a questionable incentive to a few.

Although no study of the length of sentences was made the State has no capital punishment and long sentences are being served by many men. One case with a 2048 release date was reported. Parole eligibility of one-half time for first offenses and two-thirds for second offenders is quite severe. If the offender is worthy of parole why shouldn't he be released at any

earlier date? Parole is also a rather vague hope, particularly for the recidivist.

Reduction in sentence by time off for good behavior has been found successful in many countries. Although it must be earned it is something the inmate will consider positive. Since it is earned on a monthly basis it meets the immediate requirement. Failure to maintain a good conduct and work record can be penalized by withholding of good time and serious violations of institutional rules can be punished by forfeiture of earned good time.

In addition, an extra good time earning rate for employment in industries or in outstanding work on other assignments has been found effective. This extra rate should apply to those men who apply themselves in academic and vocational training. To be effective, the earning, withholding and forfeiting of good time must be under the sole jurisdiction of the warden, under the general policy guidelines of the Director.

This Consultant also finds that jurisdiction over the inmate is divided between too many agencies. Under the present policies the sentencing judges hold jurisdiction regarding transfer between institutions and also grant furloughs. Both of these functions should rest exclusively with the Director if his authority is to be respected by the inmate. Furthermore, only one authority can issue and direct policies which would insure equitable granting of privileges.

It is believed that the present parole eligibility periods should be shortened. This could be accomplished by change in the eligibility dates or by advancing the parole eligibility date as well as the actual release date by the amount of good time earned.

In many systems the statutory good time rate varies with the length of sentence with a higher rate for the longer sentences. In my own system the following rates apply:

> Five days for each month, if the sentence is over six months but not over one year.
>
> Six days for each month, if the sentence is more than one year and less than three years.
>
> Seven days for each month, if the sentence is not less than three years and less than five years.

Eight days for each month, if the sentence is not less than five years and not more than ten.

Ten days for each month, if the sentence is ten years or more.

When two or more sentences are being served the aggregate of the several sentences shall be the basis upon which the remission shall be computed.

The warden or other official in charge of the institution has exclusive authority to determine whether a prisoner meets the prescribed requirements for remission of sentence by allowing the good time.

RECOMMENDATIONS

1. Immediate enactment of a law or decree authorizing monthly good time allowances for good behavior.
2. Additional earning rate of three days per month for industrial work or other outstanding performance.
3. The institutional head to have exclusive authority over the granting, withholding, forfeiting or restoring of good time.
4. Parole eligibility to be advanced by the good time earned.
5. Continue to improve the treatment of the prisoner and provide training for release.

SANITATION

Sanitation varied between institutions. The women's institution operated by the Sisters of the Good Shepherd was the cleanest one this Consultant has ever visited. At the other extreme, the State Prison of Porto Alegre was one of the worst.

There is no good reason why a prison should not be as clean as a hospital. While cleaning powder, detergents or soaps, mops, brushes and other cleaning materials are needed, the most important factor is proper supervision. The warden who wants a clean institution will have it. He will establish a routine for cleaning and inspection, and a program for training inmates in cleanliness and sanitation practices.

Unsanitary institutions create a health menance, not only to the men confined, but also the personnel.

The present budget has made it difficult to buy cleaning supplies. Director Vianna has been purchasing soap making materials and manufacturing soap in order to improve the sanitation. It is quite evident however, that employees have little interest in sanitation. Admittedly, both inmates and many personnel come from social backgrounds where poor sanitary practices are the general habit. This calls for even more stringent controls and training.

In most cultures, the prisoner has a low conception of self. He tends to gravitate to the lowest level. Too often, employees share the same conviction; they expect him to act and live like an animal. People, everywhere, have a tendency to accept the role which others allot to them. The matter of expectations is extremely important in a prison. If employees set higher standards and expectations for inmates, they will usually respond.

Cells are generally equipped with double bunk steel beds. Bedding consists of a straw filled mattress and a varied collection of blankets. No sheets or pillow cases are furnished in the men's institution. Cells have cold running water (except as noted in the Porto Alegre report) and oriental type toilet facilities. They are in the rear of the cell with a concrete shield. Clothing is a haphazard combination of issue and personal. No clothing was issued until Director Vianna was re-appointed and budget limitations have made it impossible for him to issue clothing at all. Laundry facilities are inadequate and even when laundry services are furnished most inmates prefer to wash their own clothes.

There is some limitations on the personal possessions allowed in the cells and accumulations did not appear excessive. A water paint similar to whitewash issued throughout the institutions, except in the bottom half of the cells. This has been left bare, and with few exceptions the cell walls were extremely filthy, and so were the bedding and beds.

Personal sanitary habits of prisoners were varied, but many were dirty and unshaven. Again, pride in self is one of the requirements for personal improvement. This does not automatically come about through an order from the warden, but standards must be set. In the close confinement of prisons there is a tendency to level out with the lowest common denominator. Therefore, personal sanitary must be set at a reason-

ably high level by the warden. Even higher personal standards must be set for the staff and no deviations allowed. One of the principal functions of the staff member is to lead by precept and example.

RECOMMENDATIONS

1. Set sanitary standards for the physical plant, the inmates, and staff, and enforce same through regular inspections.
2. Train both staff and inmates in effective sanitation methods.
3. Provide minimum cleaning supplies and increase these supplies as soon as the budget and training will allow.
4. Paint lower half of cells and cell furnishings in a long wearing paint or enamel.
5. Continue to upgrade issue clothing as the budget allows and remove personal clothing from the institution.
6. Issue sheets and pillow cases, and improve mattresses and blankets in quality.
7. Improve laundry facilities and make clothing change and regular laundering mandatory.

MAINTENANCE

Maintenance was far below the standards necessary for the proper protection of physical facilities. Again, the maintenance program has been severely handicapped by budgetary limitations, but in general maintenance standards and sanitation standards were at about the same level in all institutions. There is always a very direct connection between the two, both in the physical sense and in staff and inmate attitudes.

The observations regarding sanitation are applicable to the maintenance problem. In the long run deferred maintenance can be extremely expenisve. A few dollars spent on a leaking roof may save thousands in damage to a building and its contents.

Skilled maintenance employees are not available. Present salaries will not attract employees with specific skills. Maintenance projects are one of the best vocational training areas available in an institution. Inmates can be trained as electricians, plumbers, carpenters, bricklayers and painters. A skilled tradesman can multiply his services several times over by

training inmates to perform the maintenance tasks and the inmates can become employable in the community upon release. In the long run the State gains by preservation of valuable property and rehabilitation of another marginal member of society. Since it is common practice for inmates to be used by public agenices in maintenance work the inmates trained in the institution might be used in similar maintenance activities in the public buildings prior to release.

The small heating plant at the Farm Prison could well serve as an example of proper maintenance and the proper control of shop tools.

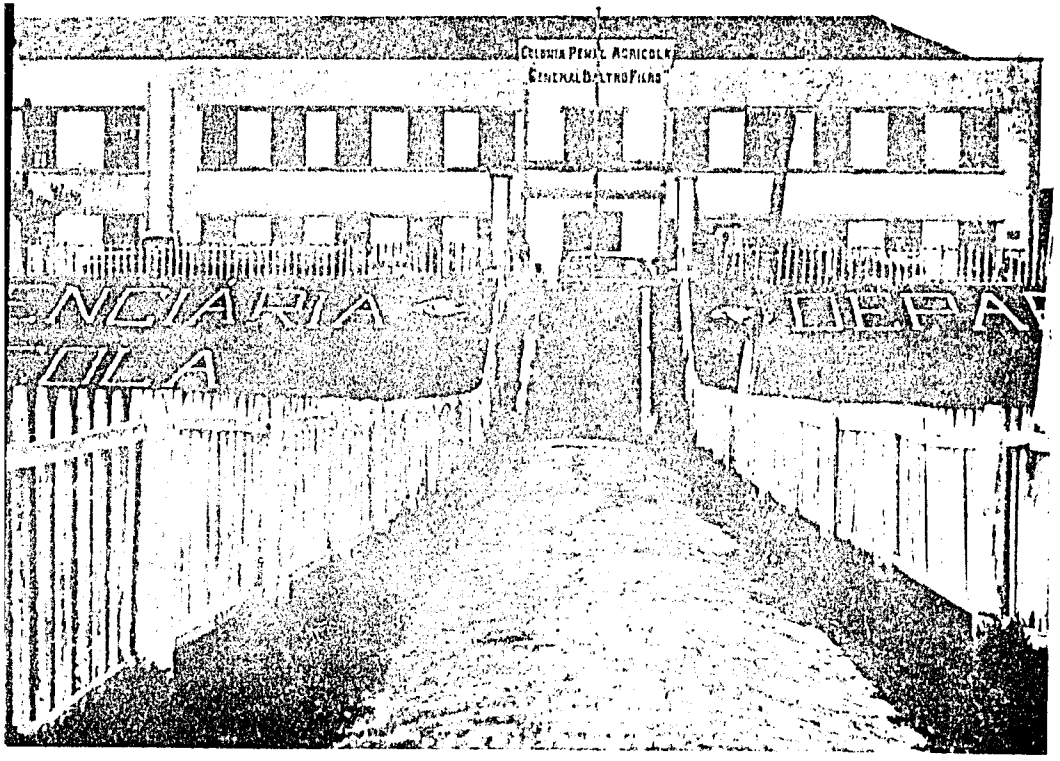
RECOMMENDATIONS

1. Set up maintenance standards and enforce through regular inspections.
2. Include specific amounts in the budget for regular maintenance.
3. Provide plumber, electrician, carpenter, painter and other needed trade positions at salaries which will attract competent personnel.
4. Provide vocational training for inmates by use of skilled employees (3 above) as supervisors and instructors. Use the inmates on job maintenance.

FOOD SERVICE

It was apparent that food was considered important and most of the present budget is being expended for meat and groceries. In all institutions visited food was prepared in their own kitchen, but some of the small interior jails contract with local restaurants. Cooking is performed by inmates with casual supervision by unskilled employees. This naturally makes for much variation in the preparation. The heaviest meal is served at noon and the standard noon day meal was boiled beef, rice and bean soup. The meat allowance is considerably higher than in my own system and all servings appeared quite liberal.

Equipment was inadequate except for modern steam kettles in the two large facilities. Old cast iron ranges, both wood and oil fired were found in each kitchen. Several were burned out,



Administration Buile Building - State Farm Prison

utensils used for cooking were covered with many coatings of burned grease, except in the women's institution and the jail at Caxias do Sul where the aluminum pots were shining.

Both large institutions have steam table equipment and meals are served on a large stainless steel tray. The dining room equipment is usually long wooden tables with benches on each side.

Sanitary conditions varied between institutional food service to about the same extent that general sanitation varied. Inmates were dressed in a hodgepodge of clothing with no white clothing in evidence. All five institutions try to supplement the regular menu with items from small gardens.

The farm colony at Sao Geronimo has the capacity to provide the major food items for the large institutions. Unfortunately, Director Vianna is unable to secure either the equipment or the basic herds to make this possible.

RECOMMENDATIONS

1. Provide paid staff supervision in the large institutions.
2. Add an expert in food purchase and preparation to the Director's Staff and give him authority to supervise food purchase and preparation in all major institutions.
3. Improve sanitation in kitchens and dining rooms as recommended in the section on sanitation.
4. Replace worn out equipment with new and add new equipment as needed.
5. Provide refrigeration space in all institutions.
6. Increase production at the Farm Colony as soon as machinery and animals can be purchased.

MEDICAL SERVICES

Medical service in the small jails is usually provided by a part-time contract physician. Local hospitals are used for those cases requiring hospitalization. This is also true in the larger institutions.

One of the prime needs of the prison system is a central hospital and additional medical equipment. Although there is no hospital space or equipment in the nearby Porto Alegre institution. The Medical Staff has been practically idle due to lack of resources with which to work.

Sending inmates to local hospitals is expensive and encourages escapes. Inmates will frequently simulate symptoms in order to get transferred to a hospital in hope of escape or for other ulterior motives. Diagnosis is made more difficult and doctor's time is wasted.

A central hospital would make it possible to bring medical cases from the interior and thereby reduce expenses and escapes. The hospital should be located at Porto Alegre where specialists are available and where trained medical personnel would prefer to live.

The Criminal Anthropology Board is primarily a diagnostic unit. In addition to making evaluations for the paroling authority they give preliminary screening to all inmates suspected of mental illness. Inmates found psychotic are transferred to the large State Hospital located about one mile from the Porto Al-

egre prison and when treatment is concluded they are returned to DIP custody.

Dental service is usually supplied by part-time contract dentists. The larger institutions have a dental office and the Sao Jeronimo institution has one full-time dentist. There is a Chief of Dental Services in the central office of the DIP.

Medical services are an important necessity in any good correctional program. They provide medical and psychiatric evaluations so important to a classification program. They practice preventive medicine by assisting in the improvement of sanitation practices. In turn, they require support of institutional administrators in securing hospitals, equipment and staff with which to carry on modern medical practice in the institutional environment. Criminals seldom seek medical assistance in the community and are often in poor health. Rehabilitation of the individual includes medical rehabilitation.

RECOMMENDATIONS

1. Provide better equipment (X-Ray, etc.) for outpatient clinic at major instituions.
2. Design and build a central hospital for the system.
3. Give thorough medical examinations to all new commitments and include better medical information in classification material. (To be discussed in another section).
4. Follow preventive medical practice by including medical advice on improving sanitation.

CLASSIFICATION, TRAINING AND TREATMENT

Classification is the key to a treatment and training program. It is a diagnostic function, calling for a complete social and criminal history; testing to determine academic achievement and basic abilities; interviews to determine attitude, aspirations, and motivations; psychiatric evaluations where indicated and a classification committee comprised of the top professionals and administrators to plan a program best suited to the needs of the individual. The best of planned programs would be useless if there are no means to carry out the program, there must also be a determination to make it work from the

top administrator to the newest employee.

The rudiments of a diagnostic process are already available in the Rio Grande do Sul System. The Director's office maintains a good criminal history, including circumstances curr-ounding the current crime. The Criminal Anthropology Department can provide the psychological and psychiatric testing needed.

A new method of educational testing must be devised. The present system whereby the individual who can sign his name is considered literate should be abandoned for definite tests. The University of Rio Grande do Sul should be able to give assistance with preparation of the needed tests and may already have tests which would be satisfactory. There should also be tests to determine inmate ability and again the University should be able to give assistance. The testing program might well be placed under the Criminal Anthropology Department.

The completion of social histories is closely allied with another problem in the institutions. This consultant cannot agree that a separate government agency can satisfactorily provide social service. Answers to specific inquiries has convinced me that it has not been adequate. Unfortunately, the record flood in Porto Alegre made it necessary for Sra. Maria Ribeiro Tavares da Silva to cancel our appointment to discuss the Social Service problem for her agency. The 4,000 victims of the flood needed her undivided attention, but it also probably provides a key to the problem. Only caseworkers whose total responsibilities is to the institution can be expected to provide the services needed.

This problem is also one that has occured in the USA and both Federal and State Governments have arrived at the same solution. Caseworkers are hired by the institution and they cooperate with social service agencies in the community who are primarily concerned with the inmates' family. The institutional caseworker compiles a complete social history, attends the classification committee meetings and has a key role in seeing that the committee plans are carried out. He serves in a liason capacity between the inmates and the inmates' family through the Community Service unit.

One of the aspects of the treatment process is a classification of institutions. To date all types of offenders have been

incarcerated in each State institution. It is now time to give consideration to specialized institutions, particularly youth institutions. It was surprising how many citizens inquired about juvenile problems. There seems to be no doubt that it is becoming a problem in Rio Grande do Sul, as it is in the rest of the world. Although only a few minors are now confined it is anticipated that this number will increase rapidly. The State should give serious and immediate consideration to the construction of a juvenile institution and convicted offenders from all over the State should be transferred there.

It is also time to give consideration to the separation of the 18 - 22 year old group from the adults. A reformatory should be built and inmates in this bracket should be transferred to the special institution. In the rural societies of the past the 18 year old member may well have been considered an adult. The same is not true in the more complex urban societies. The close supervision of the extended family has been lost as has the training provided by the same group. We have a tendency to keep the youth in child status for a longer period, it takes longer to acquire the knowledge necessary to cope with the larger society, and there is an increasing tendency to delay individual responsibilities to a later age. All of these factors, and many others, make it mandatory that the 18 - 22 age group be given special consideration in the correctional process.

Neither classification of the individual nor classification of institutions will provide training. It is indeed unfortunate that work was considered punishment in the many brutal prison systems of past generations. It seems to have confused our thinking on the subject and when we outlawed the brutality, we also placed prisoners in idleness.

Constructive work is therapeutic. With a low conception of self the inmate needs something in which he can take pride. Performing useful maintenance tasks, learning vocational skills or making a useful product in an industrial setting will make the inmate feel useful.

In the institutions visited in this State it was quite evident that the busy prisoners had the best morale.

The average inmate has no vocational skills and if he is not trained in the institution he is worse off when released than when he was committed. Good maintenance programs and good

industrial programs can provide both constructive work and valuable training. Thus vocational and industrial training are most important in the treatment and training of offenders.

RECOMMENDATIONS

1. Establish a classification committee in the major institutions for purposes of program planning at time of commitment.
2. Provide the classification committee with an admission study on each new commitment. This study should include prior criminal history; circumstances of current offense; complete social history; test scores reflecting academic achievement and training potential; and opinions and recommendations of institutional specialists.
3. Add caseworker to the institutional staffs to provide the social histories and perform social work services for the inmates.
4. Establish specialized institutions and segregate offenders according to their classification with special emphasis on juvenile and youth institutions.
5. Improve training by providing industrial and vocational shops and an improved academic program.

PRISON INDUSTRIES

Even in the best maintained prison system there is a surplus of labor if work standards reasonably approach the standards expected in the larger society. As we already observed, the Prophet who stated "Idleness is the Devil's workshop", must have been one of the early prison administrators. The need for prison industries is recognized by Secretary Borges and Director Vianna.

There are no legal prohibitions on the sale of prison goods in Rio Grande do Sul. This Consultant prefers the State use type of prison industry where all goods produced are used by the State. If there is to be any profit it would belong to all the citizens, not to one who can gain a contract. Both labor and manufacturers are likely to object if competition from prison goods causes unemployment or loss of profits.

All industry, whether private or prison must be adequately

financed. Management must be able to finance equipment, raw materials, personnel and training of workers. No industry is likely to show a profit at the outset. Financing must be adequate to stand losses until production can be increased to a profitable level. Profits must flow back to increase the capitalization so that new equipment can be financed.

Equipment must continually be upgraded. If the progress now being made in Brazil continues there will be a rapid change in manufacturing methods. If the prison industry is to make a profit and provide training which will make the inmate employable on release, it must keep abreast of the changes in similar industries.

The best method is to set up a revolving fund with adequate capital to meet the foregoing requirements. It should be separate from regular institutional financing for obvious reasons. Under the usual hand-tomouth budgets industrial prison funds will be used to pay operating costs and will soon be depleted. Even the best of prison administrators cannot prevent this. Regardless of how he gets his appropriation, there will be those who will tell him they will not advance funds to buy food, or clothing, or pay personnel as long as he has money in an Industrial Fund.

Although prison industries must have its own capital and its own employees it must be subject to the overall supervision of the Director of the System. Otherwise, the necessary cooperation will not be forthcoming, and there will be constant conflicts. The Director of the Prison System must wear two hats; he must direct both prison and prison industries.

In discussing specific industries for the two large Rio Grande do Sul institutions two particular industries seem practical. There are many shoe factories in the area and efforts are now being made to expand the export trade. The small institutional factory at Novo Hamburgo has proven successful and could be used as a model.

At the present time shoes are made with a minimum of equipment. The industry is changing, but an initial start could be made with fewer and simple machines than would be possible in the USA. Initial capitalization would not be excessive and the training skills would be saleable in the community. Director Vianna would like to have similar industries in both State

prisons. Since there are frequent transfers between the two inmate skills would not be lost by such transfers. Space is available in both institutions.

A furniture factory is another possibility. Director Vianna has had some explanatory discussions with furniture outlets and finds there is a need for custom made furniture in Porto Alegre. He has been assured of a ready sale of furniture which can be made with light woodworking and upholstery equipment. Again, the vocational training received in furniture making would have ready application in the employment market. There is reported to be a shortage of men with these skills in the Porto Alegre area.

A needle trade industry should be established in the Women's institution. One possibility would be to transfer the manufacture of prison uniforms to that institution. It is ironic that the Military Brigade operates its own shoe factory and uniform clothing factory. Both of these operations would be well suited for institutional industries and would fit into the State use principle.

The possibility of a tire re-capping industry was explored, but the use of re-capped tires is limited and the State does not operate enough vehicles to justify a tire re-capping plant at this time.

The State could use a small printing plant at the Porto Alegre prison. Although there are only 19 prisoners who have completed the secondary schools (high schools) in the institution, a small plant was operated successfully in the old prison prior to the fire and Director Vianna is confident it would be kept busy and men are available who could become printers.

The Farm Colony can profitably expand its brick making plant. This industry also has training potential for both brick and roof tile are in demand.

This Consultant is not making specific recommendations as to make, model, or specific equipment needed to set up the industries mentioned. This should be done by specialists in the particular field who are also acquainted with specific industrial methods in the State.

RECOMMENDATIONS

1. Establish shoe factories at the State Prisons at Porto Alegre

and Sao Jeronimo.

2. Establish furniture factories at both institutions.

3. Make statutory and industrial good time available to inmates and provide industrial pay on a piece work basis to provide additional incentive.

4. Increase production at the Farm Colony brick plant by adding needed equipment.

5. Set up revolving fund for industrial operations with sufficient capital to provide equipment, personnel and training, and provide safeguards to protect the investment.

6. Give Director of the DIP specific authority to manage prison industries.

7. Guide prison industrial operations into the State use system as soon as practical.

DEPARTMENT OF

PENAL INSTITUTIONS

(Departamento dos Institutos Penais)

THE DIRECTOR OF THE DEPARTMENT of Penal Institutions reports directly to the Secretary of the Interior and Justice. The present Director is Sr. Eurico Barreto Vianna who was appointed to the position in June 1964. He was also Director of the Department in 1955-56-57 and was Warden of the Old State Penitentiary at Porto Alegre for three years prior to that. He is a veteran prison employee and is also a career Police Delegade. Prior to his present appointment he was in charge of the traffic division in Porto Alegre.

The present Secretary of the Interior and Justice is Sr. Solano Borges. Relationships between the Secretary and the Director are apparently excellent. Sr. Borges expressed keen interest in the prison system and even planned to make the inspection, but was deterred by other commitments. Communication between the two offices is aided by the fact that both agencies are housed in the same building in downtown Porto Alegre.

There are no city or county jails in Rio Grande do Sul. All jails and penal institutions, large and small, are under the supervision of the Department of Penal Institutions. There are 100 installations, mostly small jails located at all population centers in the state.

The Department is organized along traditional lines. A subdirector is in charge of personnel, expenditures, budget, and administration records. Section chiefs include the chief of penal section who is charged with criminal records and is chief of staff. There are plans to effect some reorganization. At the present time the Director signs all correspondence, subordinates only prepare it. The budget is so stringent that Director Vianna reviews all requisitions. He plans to place an assistant director in charge of all correspondence with the Justice Department and place budgeting and purchasing under an Administrative Director whenever the budget can be changed to allow allocations for specific purposes.

When Director Vianna was re-appointed in June 1964 there were 510 DIP employees. Many were so inefficient and corrupt they were discharged and the present complement is 420. A State Law passed to reduce State expenditures specifically prohibits hiring any new employees during the current year so vacancies cannot be replaced.

Jails and Institutions are staffed by both DIP personnel and members of the Military Brigade. The Brigade provides perimeter security at the large instituions and operates most of the small jails. At some of the smaller jails a DIP Administrator is in charge. Since the Military Brigade is a disciplined organization, and a career service with some enlistment standards, Director Vianna is well pleased with their assistance for he has been unable to recruit employees of similar ability at the present DIP pay scales. He reports no administrative difficulty between the two agenices and has had excellent cooperation at all levels of the Military Brigade.

Brazil has only recently inaugurated a central identification bureau and not all States or police agencies contribute to it. Consequently, each State has maintained its own identification files. The DIP has extensive files of present and discharged prisoners with photographs, fingerprints, aliases, nicknames, etc. Interior jails report admissions, discharges, and disposition by mail in a manner similar to the Kardex System of the U. S. Bureau of Prisons.

The DIP also maintains a file on each prisoner. These files contain information regarding the current offense, criminal history; computation of sentence and institutional adjust-

ment, plus copies of correspondence. A similar file is maintained in the major institutions. Social history information is vague or completely missing.

The total population in the 100 DIP institutions averages about 4,800. This gives an institutional population rate of 80 per 100,000 for Rio Grande do Sul. (6,000,000 population). Since the DIP operates all jails in the State the 4,800 includes both sentenced and unsentenced. Sentenced prisoners predominate, even in the small jails, for the Brazilian criminal code permits bond for most offenses. In the State Prison at Porto Alegre 180 of the 660 prisoners were awaiting trial. Since the population of Porto Alegre is 800,000 this number can be considered small. In the small jail at Caxias do Sul only eight of 42 men were unsentenced. It is evident therefore that the DIP is primarily concerned with sentenced prisoners. This is also true in the small interior jails.

In some respects the laws and customs with respect to criminal offenders are quite modern. Inmates may work in the community and return to the institution at night. There is no restriction regarding length of sentence but the following restrictions apply:

1. The inmate must be convicted and sentenced.
2. He must have served a minimum of 90 days on the sentence.
3. He must maintain a good behavior record.
4. He must be paid the minimum wage (60,000.00 Cruzerios per month at the present time - $32.50 per month).

Most inmates employed under the above procedure work for a public agency. In the smaller communities they usually do the maintenance work around the city halls and court houses. Final approval for work in the community comes from the sentencing judge and there appears to be a great variation between the different judges. Quite naturally, the best inmates are approved for community jobs leaving the more troublesome inmates in the institution. As one administrator expressed it, "the sheep go out to work, the goats are left in the institution."

One of the drawbacks to the present system is the fact that

the inmate must be discharged from his public agency job on the day of release. Thus, he returns to the unemployed state which probably contributed to the commission of the offense leading to his sentence. The outside agencies also prefer first offenders. The police in Brazil are usually lenient and the offender is usually given several breaks before he is prosecuted. This means that many men who are legally classified as first offenders or "primaries" are often quite sophisticated.

The 90 day waiting period is not approved by most administrators. They reason that the good offender should not be allowed to remain idle and should be employed almost immediately after sentencing.

Weekend home visits are allowed. Unfortunately these visits are approved by the sentencing judge rather than institution administrators. The Director has no power to approve or disapprove the home furloughs.

Conjugal visiting is permitted throughout the system. In the major institutions inspected the visits are limited to a specific area and visitors are not permitted to wander throughout the institution. In most institutions the visitors are searched, but a contraband problem still remains. Conjugal visiting has not eliminated the homosexual problem as so many of its adherents are wont to claim.

Parole is handled by a separate commission. First offenders are eligible for parole after serving 1/2 of their sentence. Inmates with prior records are eligible after serving 2/3 of their sentence. Institutional administrators contribute a record of institutional adjustment and work supervision after making appropriate comments. Since many inmates are unemployed and there is a shortage of supervisory personnel the inmate's actual adjustment and attitude during incarceration remain unknown. The Department of Criminal Anthropology contributes an evaluation of each applicants prospects for successful community adjustment. The state provides free legal services for inmates making a parole application.

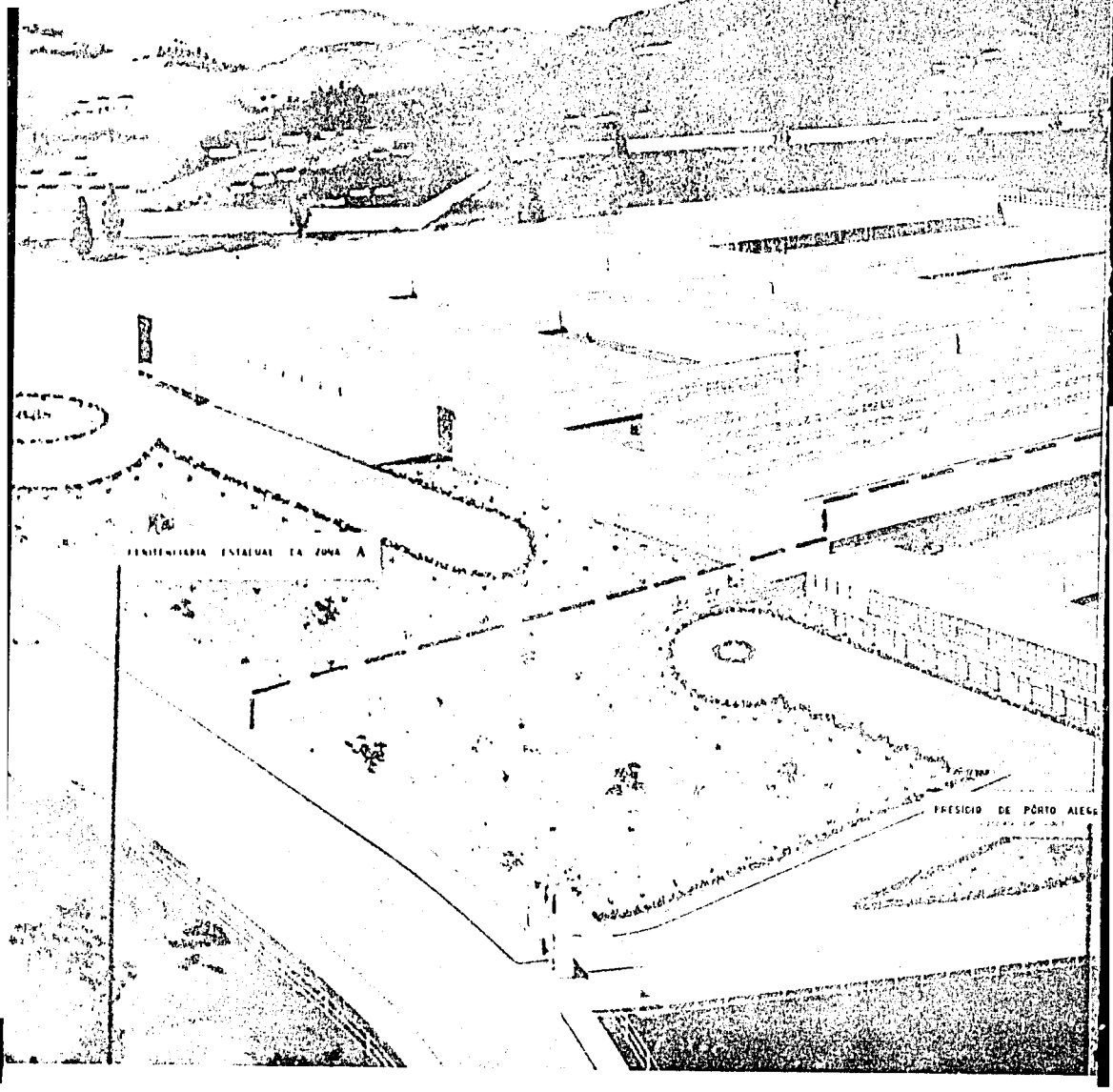
Pardon or "grace" is also possible. The Minister of Justice usually draws up a dossier for Presidential consideration. Pardon can be granted without a formal hearing, but certain regulations are usually followed and the pardoning process seems to follow about the same pattern as it does in the USA.

In the 1950's an extensive building program was outlined and construction was started on numerous jails and institutions, including the present State prison at Porto Alegre and the prison addition to the Farm at Sao Jeronimo. Several units were completed before the plan was abandoned by another administration. The Planning Commission is still in existence, but there are no funds. A special institution for unsentenced prisoners at Porto Alegre was one of the projects dropped.

The principal problem facing the prison system is its dire financial situation. For at least five years prior to the re-appointment of the present Director it had deteriorated to a mere existence level with frequent mass escapes and disturbances. No clothing, bedding, or equipment were purchased and few if any repairs were made. The rapid inflationary spiral mutiplied the difficulties presented by an already deficient budget.

The present administrator has been forced to forego maintenance to physical plants, restrict purchase of equipment to that absolutely mandatory, and is still unable to furnish clothing, bedding, and cleaning supplies. In fact, spending has been restricted almost entirely to salaries and food.

The below architectural rendering is of the State Prison, Porto Alegre. The actual construction varies from the original plans. The buildings in the foreground have not been constructed as yet. When completed they will be used for unsentenced prisoners in the Porto Alegre district.



PENITENCIARIA ESTADUAL (OBRA CONCLUIDA)
PREDIO PARA 600 SENTENCIADOS (DEFINITIVAMENTE
CONDENADOS) EM CELAS INDIVIDUAIS

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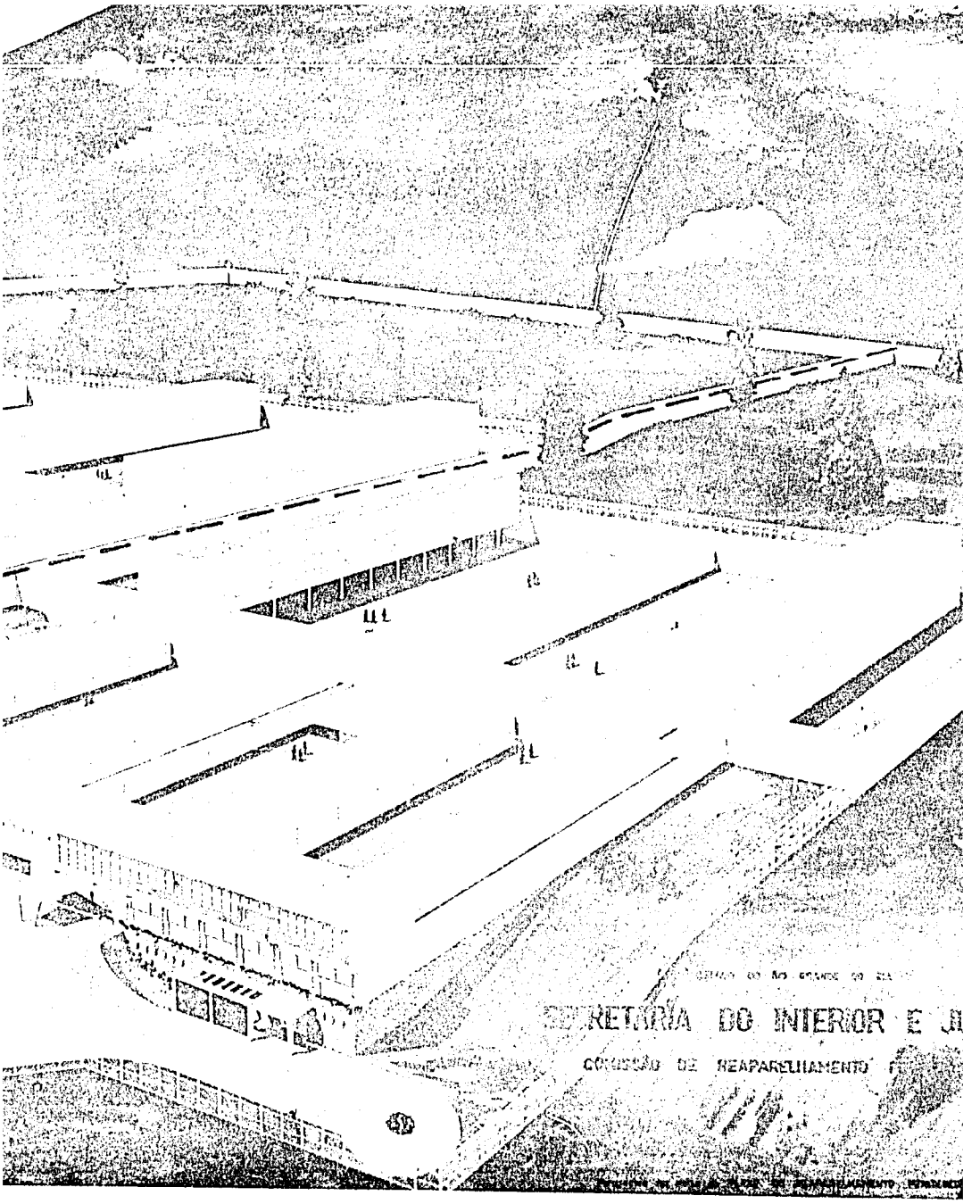

.ESIDIO DA CAPITAL , OBRA EM INICIO DE CONSTRUÇÃO
.RA PRESOS NÃO DEFINITIVAMENTE CONDENADOS
+0 CELAS INDIVIDUAIS

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STATE PENITENTIARY,

PORTO ALEGRE

THE STATE PENITENTIARY was visited on 12 August 1965. It is located on the outskirts of the city of Porto Alegre, Capital of the State of Rio Grande do Sul. It takes about fifteen minutes to drive from the downtown area to the prison and it is a relatively new institution having been occupied in 1960 before completion. It was designed and built by the Public Works Department after plans had been ignored in several areas and apparently the DIP at that time had small voice in the plannir

The institution is located in a popula. area with very little space separating the building and wall from housing areas. It is also located on the slope of a very high hill, and although the hill was leveled for the main buildings, the space to the rear rises rapidly. A wall approximately three meters high surrounds the institution, except that the administration building and main buildings form the front wall. An eight foot fence has been consturcted in a "V" shape from an entrance part about seventy five yards in front of the Administration Building to the corners of the building. Cars can be driven into the fenced area through a single vehicle gate which is opened and closed for each admittance. There is also a small pedestrian gate.

The Administration building is a large three story building and adequate office space is available. The warden's office is on the second floor along with fiscal and other administrative offices. It is necessary to pass through a sliding grill which is attended, but unlocked before mounting the stairs to the warden's office.

The present warden is Sr. Pedro Grisolia who was appointed about one year ago. Sr. Grisolia is a career Police Delegade was was working in the Traffic Division in Porto Alegre prior to becoming warden. He is not an experienced prison man, but was chosen by Director Vianna for his general abilities, particular willingness to faithfully carry out the instructions of a superior. He inherited many problems at this institution and everyone agrees that there have been steady improvements under his supervision.

A minute description of the institution seems unnecssary and it will be described in general terms. It was designed along somewhat traditional prison architectural lines on a modified "Telegraph Pole" plan. A corridor runs in a straight line from the entrance lobby through the center of the institution. Near the rear this corridor is bisected by one running parallellel to the administration building.

The auditorium, chapel, school, library and visiting room are on the right side of the main corridor. The kitchen, laundry, and shops are on the left side of the institution.

The cell houses are at the rear, at right angles to the bisecting corridor.

The buildings are reasonably spacious, yet compactly arranged.

Quarters for the Military Brigade are located outside the institution in a new building just left of the entrance. There are quarters for other military units in close proximity to the institution.

PERSONNEL

Perimeter guard duty is performed by the Military Brigada. A special staff of eighty eight men is assigned to guard this particular institution. They work 24 hours and are off 48. During the four hour off duty period they are used for standby reserve and escort duty. Escort duty includes trips to court, to the hospitals, and other areas.

A change from the usually military hours to eight hours on and 16 off was tried on one occasion. It was resisted by the men whose families were settled in areas too far removed from the institution to make daily commuting practical.

Interior supervision is provided by fifty four civilian employees of the DIP. Administrative and Supervisory personnel are included in these fifty four positions. On the day of the visit the ratio of employees to inmates was about 1 to 4.6. With 62% of the staff assigned to perimeter security it is readily apparent that interior supervision is weak. Both Director Vianna and Warden Grisolia stated they had been severly handicapped in regaining control of the institution by shortage of personnel. Inmates are used to supervising individual cell units and other areas, making it difficult to maintain effective control or initiate changes.

CUSTODY

There have been a number of escape attempts in the past, but the present administration has been able to improve security. Towers are located at strategic points along the walled area, but the walls follow the contour of the ground and there are some blind spots. Despite this, the perimeter security is good, except during fog. Lighting is inadequate and there are frequent power failures. There is no interior telephone or other communications system.

The shortage of interior supervisors and the use of inmates is a custodial weakness. There is no central locking system. Individual jail type locks were planned for each cell, but inability to lock the cells due to plumbing problems resulted in a failure to purchase locks for all cells.

The steel bars are small and of mild steel. The corridor system gives good control of prisoner movements, but there are no written post orders for operation of grills.

There are two counts each day. One at 7:30 in the morning and one at 9:30 in the evening.

The custody problem is intensified by the fact that long and troublesome inmates from all over the State are divided between this institution and the Farm Prison at Sao Jeronimo.

There are four 3 story cell houses with 50 single cells on each floor. All cells are of the outside type with a corridor down the center. There are 600 single cells and on the day of the inspection the population was 660. This meant that 60 cells had double bunks.

Another custodial hazard is the clothing. Inmates may wear personal clothing and several are better dressed than the employees. One attempt was made to issue state clothing to all inmates and remove personal clothing from the institution, but the inmates were successful in defeating the change. They tore up the issue clothing and the budget would not permit replacement. Inability to laundry the state clothing was on problem, but the experiment failed primarily because with all personal clothing removed from the institution it was necessary for the inmate to wear State clothing in home visits.

Sidearms are worn by both Military Brigade and DIP Employees inside the institution and they mix freely with prisoners while armed.

DISCIPLINE

Discipline as well as custody has been affected by the shortage of personnel and the use of inmate supervisors. The majority of the inmates were idle and they appeared sullen and antagonistic when the inspecting group entered their quarters. Since the better inmates are assigned to work those in the work areas seemed to have higher morale and displayed less resentment when disturbed by the group.

A few inmates were locked in their cells and this is about the extent of disciplinary measures taken. One of the problems in maintaining discipline is the over-lapping authority of the sentencing judges and the DIP. Many of the most troublesome inmates have personal political influence or secure political interference through relatives.

Personal hygiene of many of the inmates was poor, reflecting their low social origin, lack of pride, and complete rejection of middle class social norms. Probably the most noticeable evidence of lack of discipline was the poor sanitary conditions throughout the institution. Inmates refuse to work, even to the extent of cleaning their own living areas and no disciplinary measures are brought to bear on this elementary sanitation problem.

SHOPS

The shops are located along a corridor on the left side of the institutions. The total footage was not obtained, but there appeared to be plenty of space for maintenance shop and additional space for industrial operations. Inmate clothing was being manufactured on three sewing machines and this room would probably accommodate 25 to 30 machines. Two areas were being used to manufacture straw mattresses. This activity could have been confined to one area and the other used for industries. The carpenter shop was large enough for both maintenance and vocational programs. It was very poorly equipped and only four inmates were in the area. The machine and welding shop were adequate, but again the equipment was limited. One inmate was fabricating steel ornamental grills and he was apparently the only one with work to perform.

There is a small garage which repairs institutional vehicles. Very little equipment was noted. Several old hulks of cars were rusing in the area. There is additional space adjacent to the shop area on which an industries building could be constructed. At the moment vegetables are being grown there.

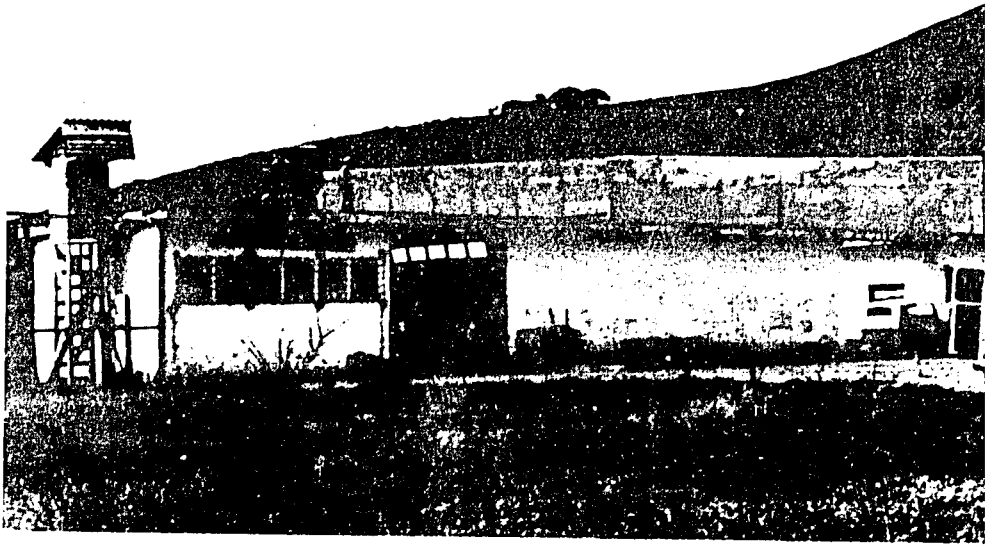
Floors in the shops area have not been stressed for heavy equipment, but since they are one story, light industrial equipment should present to problem.

Very little maintenance work is performed although the need is great. The warden occasionally arranges a small work project whereby the customer furnishes all materials and the institution charges a labor fee. On the day of the inspection the one inmate was fabricating and welding decorative metal grills for a church.

There has been little maintenance since the institution was occupied. Since it was occupied before completion it is difficult to tell which defects are poor construction and which have been caused by abuse and lack of maintenance. The poor sanitation practices have also contriubted to the maintenance problem and the instiution appears to have been in use for decades.

The primary purpose for institutional shop is to provide maintenance and training. It is apparent that these shops have not been fulfilling either role.

In brief, the shop space is adequate for maintenance and vo-



Entrance to Shops Areas - Porto Alegre Prison

cational purposes and there is additional space available for start of an industrial program.

UTILITIES

When this relatively new institution was planned no thought was given to providing water and sewer lines. Located in a residential area the only water and sewer lines available are those designed to serve small residences. Despite this lack of elementary sanitation the institution was occured in 1960. To add to the problem water is in short supply in this particular area of Porto Alegre. The local Mayor and the Department of Public Works are aware of the problem and both have promised assistance, but there is no assurance when corrective steps will be taken.

Most homes in Porto Alegre are unheated and no heat is provided in the institution. Steam for cooking and laundry is provided by a small interior plant. Laundry space is adequate but there is insufficient equipment to properly launder clothing and bedding.

All electricity is purchased. A small building near the right front corner of the institution houses two transformers, a small panel with gauges, and a few switches. This building also has an armed sentry post on the roof to provide custody of the entrance to the shops area. The electrical supply is inadequate and additional transformers and circuits will be needed before an adequate industrial program can be initiated. Voltage is standard at 50 cycles.

The wiring was not complete when the institution was occupied. Wall receptacles in many areas had no cover plates and open ended wires were visible. In one corridor there was a large open power type switch on the wall with one cover box, and a tangle of wires leading from the switch to the center of the ceiling. It was necessary to duck when passing through the corridor.

All of the cells have the standards plumbing consisting of a basin and oriental toilet. Due to lack of water and sewer connections only one or two cells in each unit have water and they are used in lieu of a central bathroom.

TREATMENT AND TRAINING

The training program is limited to three elementary instruction classes. Three part time women teachers hold classes each morning and attendance is voluntary. The school rooms, are large and there is ample space for a good academic and related trades program.

Social service is provided on a part time basis by another state agency.

There is no classification program and no attempt is made to separate unsentenced prisoners from those sentenced. Minimum age for the institution is 18 and no separation according to age group is attempted. There are usually 160 - 180 unsentenced prisoners in the population.

The failure to classify and segregate offenders is intensified by the fact that long term men and trouble makers from the smaller jails are moved to this institution.

There are three exercise patios and dining rooms between the four cell houses. This would make it possible to separate offenders into three groups for housing, dining, and recreation

purposes. In each grouping the workers, who are considered the best inmates, occupies one floor of each cell house. This means the best and worst inmates are mixed in each area. The primary purpose has been to distribute troublemakers between the cell houses.

The Criminal Anthropology Board is stationed at this institution. They occupy a special section attached to the administration building. There are 25 cells for men undergoing study or treatment, but none are used. The psychologists and psychiatrists do use the office space for interviews.

The visiting room is located near the administration building on the right hand side. Visiting is limited to this area and incoming visitors are searched with a matron available on visiting days, Wednesday and Saturday afternoons. Contraband still remains a problem and Director Vianna would prefer visiting with a screen between visitor and inmate.

The chapel is small and is used for Protestant Services on Saturday and Mass on Sunday. Director Vianna has tried to have a full time Priest assigned to the system, but the local Bishop is short of clergy and does not believe the prison system needs a full time Chaplain.

Hospital facilities are limited to an outpatient clinic. There is no X-Ray or other modern equipment for outpatient use. This means that men must be transported to nearby hospitals for outpatient diagnostic studies. Men are moved to local hospitals for all treatment that cannot be treated on an outpatient basis.

The auditorium, with balcony, will seat the entire population and there are three movies each week.

RECOMMENDATIONS

1. Provide industrial work program to remove prisoners from idleness and train them for employment upon release.
2. Provide adequate water and sewer mains for the institution.
3. Provide skilled maintenance supervisors for shops to keep buildings and equipment in good order and give vocational on-the job training for inmates.
4. Follow the general recommendations and guidelines incorporated in other sections of this report with reference to personnel, custody, sanitation and classification of prisoners.

AGRICULTURAL PRISON

AND PENAL COLONY

SAO JERONIMO

THE AGRICULTURAL PENAL COLONY "General Daltro Filho," near Sao Jeronimo was visited on 16 August 1965 in company of Mr. Thomas J. Duffield, U. S. Consul at Porto Alegre; Mr. Stanford C. Smith, Public Safety Officer, USAID, Porto Alegre; Director Vianna and Deputy Director J. Alberto Pinto.

The Penal Colony is located about 48 miles West of Porto Alegre and the highway is not paved at the present time. Sao Jeronimo is a very small community. Unfortunately it rained heavily during the night preceding the visit and the downpour continued throughout the day resulting in a floor in Porto Alegre. The highway was under water at several places on the return trip.

This prison is actually a dual facility. It is both a prison and a penal colony and will be described as separate units.

The institution was started as a farm colony about 25 years ago. During the penal construction period in the 1950's a penitentiary section was built and was occupied in 1960. This unit has about the same custody classification as the State Prison at Porto Alegre and troublesome and long-term men are divided between the two institutions. The instiution is built on the tele-

graph pole plan with the administration building in the front, shops in the rear, housing units, kitchen, etc. in the center units. A central corridor runs through the center of the institution, starting at the center of the administration building. The administration building and housing units are two story, with stairs off the lower corridor to all upper units. The shops, kitchen, dining room and storeroom are one story. The institution is compact and somewhat similar to construction of correctional institutions in the United States of America.

The warden, Mr. Honorio Vieira, is a veteran prison employee who has worked his way up from a subordinate position. He was warden of the old prison at Porto Alegre during Mr. Vianna's previous term as Director of the DIP. Mr. Vieira is a career prison employee in the truest sense and is one of the assets which a good prison system should have in great numbers.

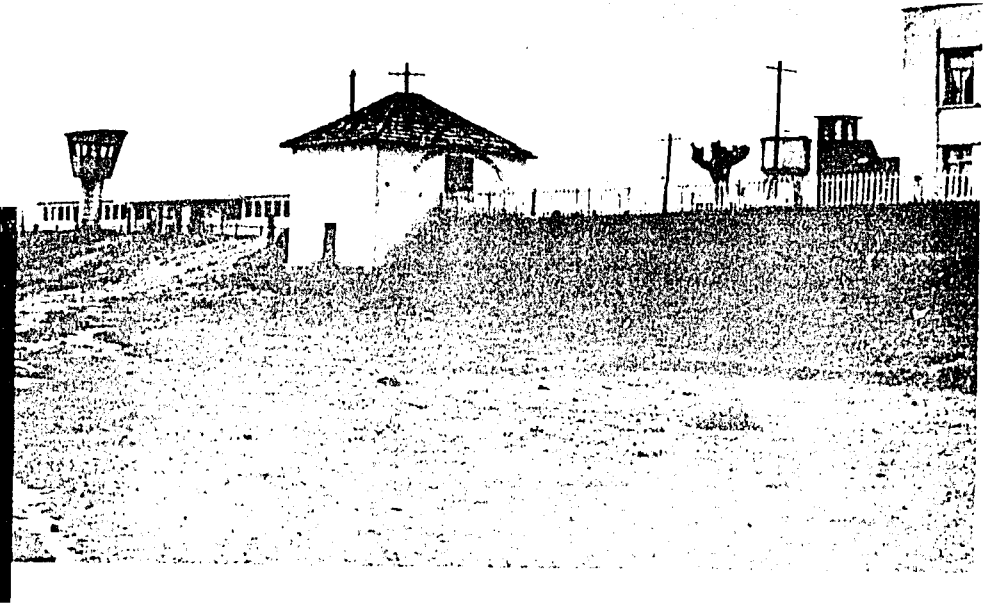
PERSONNEL

A detachment of 45 members of the Military Brigade is assigned to the institution. Their new quarters are just outside the institution to the right of the administration building. Most of them work the traditional 24 hours on and 48 off.

In reviewing notes I find some discrepancy in my own figures regarding the exact number of DIP employees so no totals will be quoted. Both memory and notes are agreed, however, on the fact that Warden Vieira and Director Vianna stated that the personnel complement is very low at the present time. It appears that the bulk of the eighty employees who have been eliminated from the system were discharged from this institution.

CUSTODY

Perimeter security of the main prison is maintained by the Military Brigade and they also man the entrance to the reservation. The prison is surrounded by an eight foot fence comprised of barbed wire strands about six inches apart with close set posts and ties between the posts. There are seven new mushroom type towers located at strategic points outside the fence, with the administration building entrance covered from an oblique angle.



Tower - Prison Farm, with Military Brigade Quarters to Rear

The prison is quite compact and the fenced area is not much larger than the space occupied by the buildings thereby reducing the perimeter fence to a minimum. Bars on windows and grills are light and of soft metal. Most of the cells are of the multiple type and hold twenty men in ten double bunks. The cells are large and are not crowded. Cells are locked by the traditional sliding bolt. There are also some units with 4 four men cells and the men in one unit are kept locked in their cells for control and custody reasons.

Many of the prisoners are worked in groups under gun guard in the performance of farming tasks. Escapes have been relatively few despite the acute shortage of personnel.

The prison has a total capacity of 782, but has been averaging about 500 men.

DISCIPLINE

Discipline appeared to be much improved over that observed in Porto Alegre. This probably due to the better work program and to the professional ability of Warden Vieira. Sanitation, particularly of the institution corridors was much improved over the other facility.

Sanitation in the cells and personal hygiene of the men was only slightly better. State clothing had been made mandatory, but lack of warm outer clothing had made it necessary to permit possession of personal jackets and coats.

FOOD SERVICE

The dining room is large and equipped with long wooden tables and benches. There is no auditorium and the dining room must double as an auditorium. A movie is shown each week and inmates may watch a single TV each day.

The kitchen is inadequately equipped by modern standards, but the food was well cooked, and a substantial noon meal was served. It consisted of rice, steak, bean soup, salad and roll. Food preparation is under the supervision of an inmate and at the present time this man happens to be an outstanding cook.

The serving of the noon meal was observed. Large stainless steel trays are used and a single steam table separates the kitchen and dining areas. Inmates pass through the line and serve themselves. Much of the cooking is done with steam pots and they were large, clean and of modern design. Other cooking is done on old, wood burning cast iron ranges. Individual serving was ample and the men are not required to eat all they take.

The bakery is not in the kitchen area, but is in close proximity. It was better maintained than the cooking area. Sanitation in the kitchen and dining room was better than that observed at Porto Alegre, but was still below the standards this consultant would recommend.

HOSPITAL

Medical facilities for both the prison and the Farm Colony are located on the second floor of the Administration building.

Contract doctors are available on an outpatient basis and the State sends both prisoners and dependent family members to local hospitals when necessary. There is a small hospital ward necessary for wives of inmates and a midwife is available.

There is one full time dentist and part time contract dentists are also available.

UTILITIES

There is an adequate supply of water and no sewage problems. A small interior heating plant supplies steam and hot water. It is located in a small building between the kitchen and the laundry. It was compact and excellently maintained. Tanks, heaters, pipes, pumps, and other fixtures were painted. All brass connections were polished. It was as clean as a hospital operating room and the institutional dentist is reported to have said it was cleaner than most dental offices. Tools were on a shadow board and all were accounted for.

The heating plant and laundry are under the supervision of the same employee. He is a veteran of 30 years with the DIP and serves as an example of a dedicated career employee. Although the laundry was not exactly the model presented by the heating plant, it was also neat, clean and well maintained. Laundry space was adequate, and equipment modern. The equipment would probably be inadequate if bedding were issued and laundered regularly.

There is a large public utility generating plant located about one half mile from the prison. There is no electrical shortage in the institution and the nearby plant assures additional current if a substantial industry is established in the future.

TREATMENT AND TRAINING

There is no academic school program and no organized vocational program. A few inmates gain work experience in the carpenter shop and in the garage. However, most are continuing skills they brought to the institution.

There is no classification system, but the existence of the Farm Colony does provide some separation of offenders with the best inmates being selected for the Colony. Although Col-

ony assignments are usually reserved for men with families there are a few single men living in a small dormitory adjacent to the brick plant. All selections for the Colony are approved by Warden Vieira.

RECOMMENDATIONS

1. Provide industrial work program to train men for employment in the community upon release.
2. Provide skilled maintenance supervisors for the shops to keep buildings and equipment in good order and give vocational on-the-job training to inmates.
3. Follow the general recommendations and guidelines incorporated in other sections of this report.

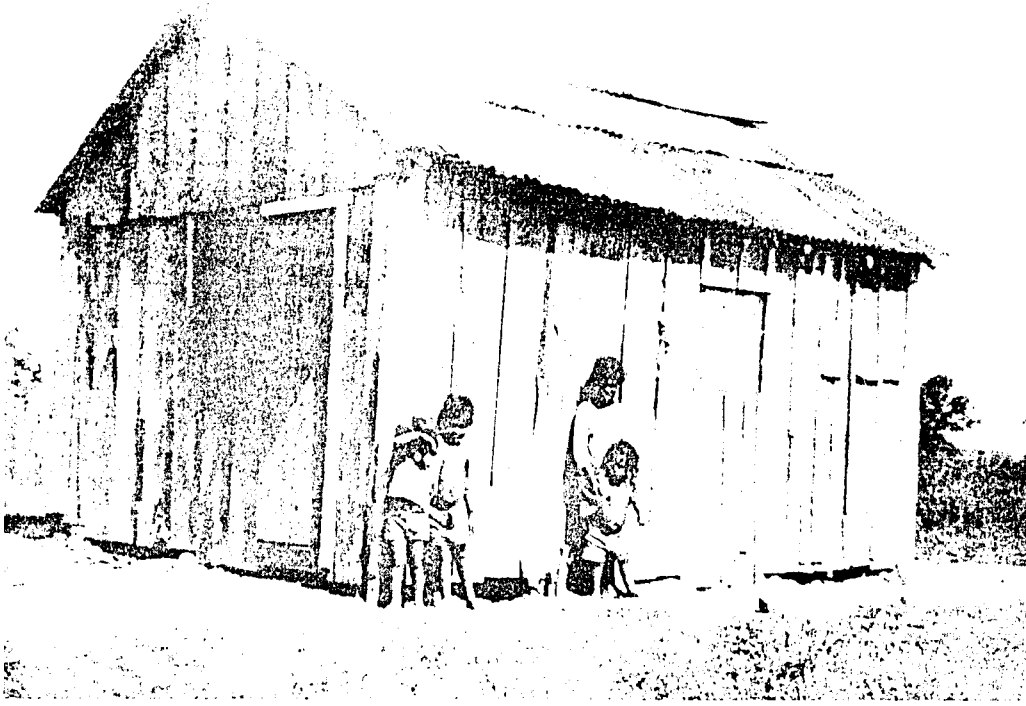
THE FARM PENAL COLONY

THE FARM COLONY is rather unique in correctional circles and would be considered a progressive step in many countries. Inmates live with their families in small houses under no custodial restraints. Escapes have been averaging about two per month.

The state provides clothing for both inmate and family and there is a monthly food allowance reanging from 29,000 cruzeiros per month for a couple to 56,000 for a large family. This is computed each month with allowance for change for change in prices. The hospital bills for inmate's dependents was over one million cruzeiros last year. A new school house has been erected and the children of both inmates and employees attend the same classes. The Ministry of Education supplies the teacher.

The housing for prisoner families is very inadequate and many can be described as schacks. Inmates have been anxious to get out of the prisons and join their families so have been willing to accept primitive conditions. During Director Vianna's previous administration he started a program to upgrade the prisoner housing. This was abandoned, but has been re-installed. by use of a Farm produced lumber and brick a new duplex can be built at a nominal cost to the State.

The Colony prisoners perform the farm work for the prison. The prison owns 1,600 hectares and production includes vegetables, rice, wheat, corn, sugar cane, and other crops. The soil is reported to be fertile and climatic conditions suitable for almost any crop. All of the tractors are out of order and farming is done with 70 head of oxen. It is impossible to farm all the land with this power and last year some of the rice land was rented. The rice received as rental was of such high quality that is was decided to sell it and buy a cheaper grade for inmate use.



Housing Used by Prisoners and Their Families

Warden Vieira personally supervises the farm operations. He has been given valuable assistance by the State Agricultural Department and he fears they would stop their assistance if he hired a professional farm manager. He is confident the farm could supply most of the food needs for the nearby institutions if he had four tractors and a basic beef herd. At the present time they purchase some beef and save money by doing their own slaughter.

At one time the institution owned a small mill for production of flour and corn meal. This has worn out and they now haul farm produced corn and wheat to mill and pay milling fees. It is estimated that they could keep a small mill on constant use and save both transportation and milling fees.

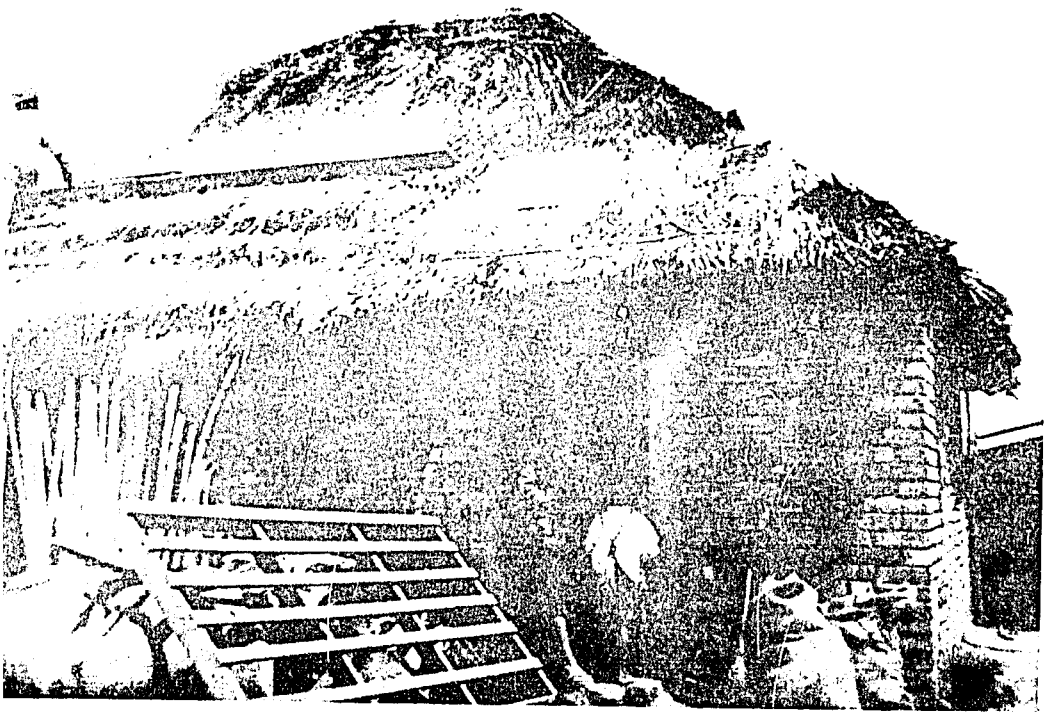
Director Vianna started a brick making industry on the Colony during his previous administration. It was started primarily for the purpose of producing brick to upgrade prisoner housing. While he was out of office the construction was stopped and all bricks were sold on the local market. Most of the brick is

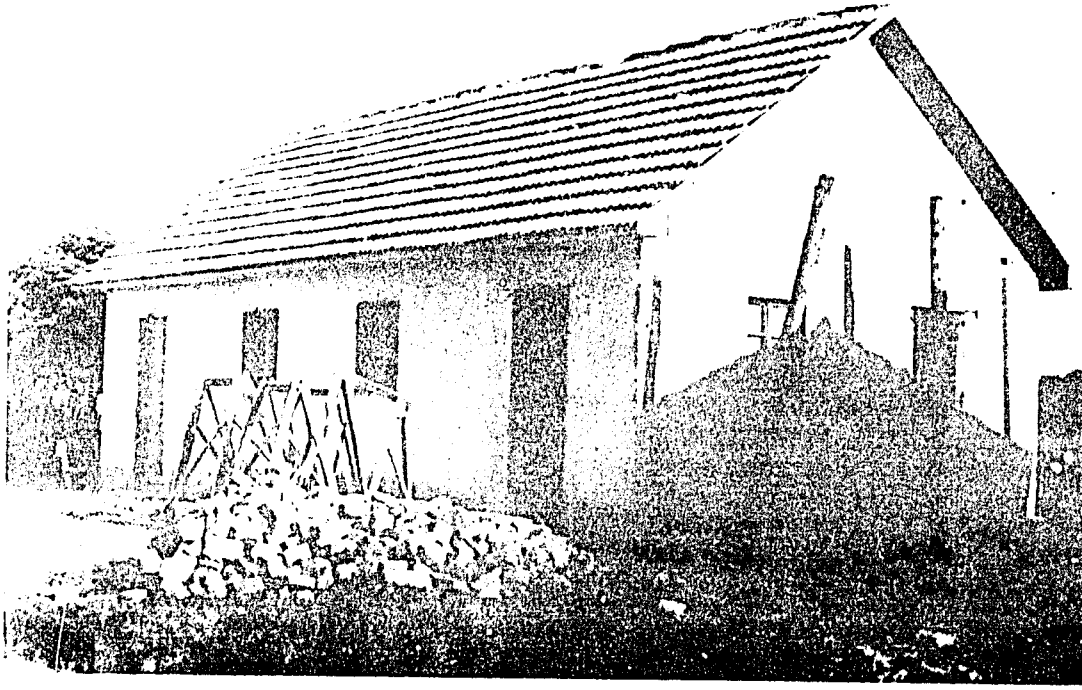
is still being sold, but housing construction has been restarted. In order to provide better control of materials the roof framing is performed inside and the entire roof structure transported to the house site where it is hoisted onto the brick and masonry walls.

The brick foundry consists of a large area supported by poles. There are three large kilns around a central smokestack. Wood cut on the farm is used for heat and it takes eight days of continuous firing to burn the brick, roof tile, and sanitary pipe (sewer) being used. While one kiln is being fired, one is cooling and/or being unloaded and the third is being loaded.

There are two brick forming machines, but only one electric motor is available and it has power enough for only one operation. A second electric motor would make it possible to double the capacity to 200,000 per month.

Prisoner Repairing Roof of His Quarters





New Duplex Housing Built at Nominal Cost to State

Two tractors were used in digging the clay and transporting it to the sight. Both are now beyond repair.

Most of the families on the Colony are from rural areas and will return to the same environment on release. Rio Grande do Sul is one of the foremost agricultural States in Brazil and rapid changes are taking place in agricultural development. A large contingent of agricultural specialists from the University of Wisconsin are now stationed at the University of Porto Alegre to assist in the development. The inmate who returns to the community without training in the new farming methods will be at a severe disadvantage and will possibly be unable to find employment.

The Colony is believed to be a success. One of the requirements of Colony living is proper support of the family and those who have been directly involved in the experiment have noted improvement in family ties in many instances.

RECOMMENDATIONS

1. Continue to upgrade the Colony housing as rapidly as possible.
2. Modernize farming equipment and methods as quickly as possible to provide increased production and training for release.
3. Provide two tractors and additional electrical motor for brick plant to increase production and provide industrial work and training for Colony prisoners.
4. Provide academic and related trades training to Farm Colony Inmates.

INSTITUTION FOR WOMEN,

PORTO ALEGRE

Instituto Feminino de Readaptacao Social

THIS INSTITUTION was visited on Saturday, August 14, 1965. Sisters Maria Angelica de Jesus Bonifacio and Maria da Trindade were hosts and tour guides.

The facility is located in a residential area of Porto Alegre and is operated by the Sisters of the Good Shepherd. There are sixteen Sisters, but three are incapacitated by illness and age. In addition to the prison the Sisters operate an orphanage for twenty four homeless girls and a school for sixty four additional girls who have been problems in the regular schools. Children and prisoners occupy different quarters and are kept separated. Prisoners and children of all faiths are accepted.

Six employees are furnished by the Departamento de Instituicose Penais. They include a nurse, secretaries, and one outside guard. The Department pays a building rental, furnished part time medical and dental consultants, and pays a low salary to the Sisters. The DIP is attempting to put the Sisters on the same pay scale as that provided for guards at the institutions. Prospects for this to occure in the future are good and when it does it will be several times over the present rate. Unfortunately the State is several months in arrears on its payments and there is some uncertainty regarding the legality of making all back payments.

On the day of the visit there were 57 prisoners. The usual population averages about 50. Quarters for the inmates are reasonably spacious and do not resemble an institution. There is a dormitory with 22 beds and about 40 individual rooms. There were 22 escapes last year and for this reason the rooms are locked at night. Windows are of the jalousy type, doors are wooden and despite escape problems there is little jail atmosphere.

Several classes are taught according to the needs of the women. There are classrooms, work rooms, recreation rooms, infirmary, outpatient clinic, and a small enclosed patio in the center.

There was some individuality in room furnishings, but no accumulations and all were neat and orderly. The individual rooms do not have toilet facilities, but central facilities are more than adequate. Inmates make their own dresses, which are probably best described as semi-uniform. They also make a few articles for sale, such as embroidered pillow cases and sheets, baby bibs, and other items. They have a display at Fairs, Clubs, etc., avertising their products. There is a plan to form a cooperative organization to display their products for sale. Girls were ironing on a blanket covered table because the only ironing board was beyond repair. Three sewing machines were also out of order.

The chapel is beautiful and spacious. There are three sections; one for inmates; one for the school girls; and one for visitors with the alter in the center. Chaplain services are on a part time basis.

Visiting is permitted each Sunday, except for the first Sunday of the month, and visits are limited to two hours. Visitors from the interior of the State are allowed to visit any day of the week. No babies or children are allowed to stay with with their mothers, and must be placed with relatives or a charitable agency immediately after birth. Consulting physicians include a psychiatrist, a gynecologist and a general practitioner and doctors visit each week day except Thursdays. A dehtist visits twice each week.

The Sisters attempt to work with the families of inmates, but are limited by the small staff. Social work on a limited basis is provided by another State Agency.

This institution is, without doubt, the cleanest and neatest institution this consultant has ever visited. Everything was immaculate and neat, yet there was no impression of rigidty. Although cooking is done on a wood stove, the kitchen was spacious and the aluminum utensils were probably brighter than when new. The dining room chairs were old, but were painted in bright matching colors, with checkered table cloths.

Space behind the building is utilized for gardening to supplement the food rations. Only women who appear trustworthy are permitted to work in the garden since it is an open area. There is usually more need for gardeners than there are minimum custody women available. The insitution is orderly and well managed and the following recommendations are in with Director Vianna's plans.

RECOMMENDATIONS

1. Increase payments to the Sisters to the same level paid other DIP employees.
2. Provide a full time social worker for the institution.
3. Provide work program of industrial nature. The needle trades are specifically recommended and a small clothing factory could probably be started in the available space.
4. Give serious consideration to the construction of a custody institution for those women who do not respond to the present institution.

NOVO HAMBURGO JAIL

THE SMALL JAIL at Novo Hamburgo was visited on 12 August 1965. Novo Hamburgo is located about 28 kilometers North of Porto Alegre and is a city of about 80,000. The principal industry is shoe making and some of the women's shoes are being exported.

This small jail has a capacity of 40 and all guard duty is performed by a small force of the Military Brigade. The administration is Sr. Cleo Rodriguez and he is the only DIP employee.

The jail is located in a sparsely settled section on the outskirts of the town. The administration building is parellel to the street and contains offices, a military squad room and two multiple cells. On one end it is joined at right angles by another one story building containing mutiple cells (two double decked beds) a small kitchen and a recreation room. Both buildings are of masonry construction. The cells are locked by a sliding bolt. One cell has been set aside as an infirmary and is used for disciplinary reasons. It was unoccupied, but contained a bed. All cells have the usual toilet facilities of basin and oriental toilet.

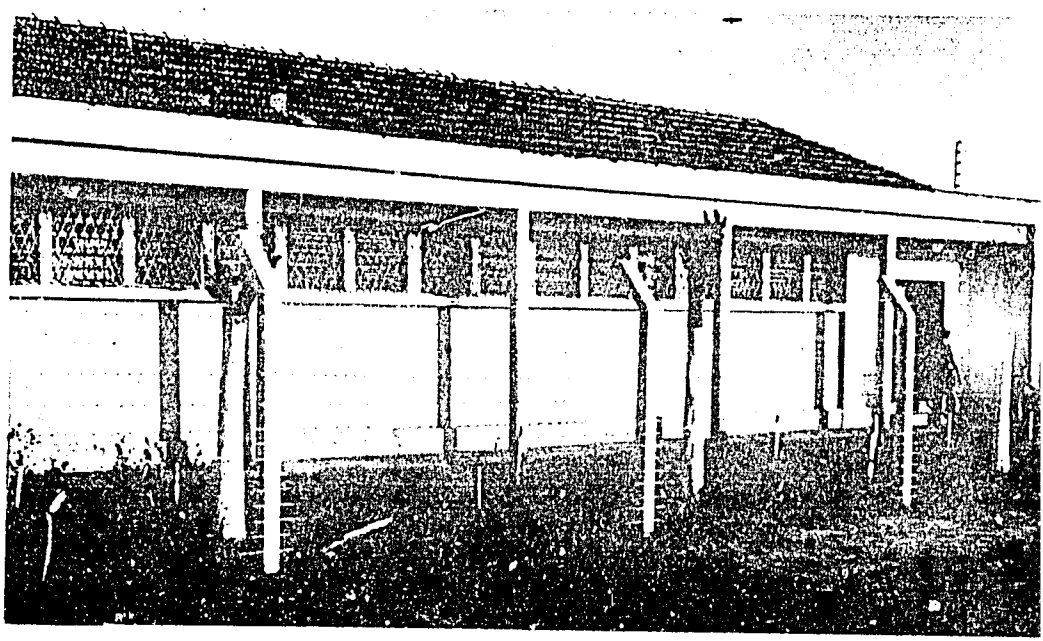
The two "L" shaped buildings are jointed by a frame building to form a triangle. The frame building houses a small shoe factory employing 16 men. The triangle enclosed by the three buildings forms a small exercise area. The entire jail area of about three acres is surrounded by a fence approximately two meters in heighth. The buildings are located in one corner and the area remaining is used for a vegetable to supplement the food rations. A small space in front of the administration building was attractively landscaped. Armed guards are stationed inside the buildings and compound. A small open tower has been built on the corner of the administration building, but was unoccupied at the time of the visit. The squad armory was unoccupied at the time of the visit, was unlocked, arms were in plain view and inmates, apparently trustees, were in an unlocked adjoining cell.

Sentences meted out in the Novo Hamburgo Court are usually from two to three years except that heavier penalties are handed out for homicide. One inmate works at the city hall during the day time and returns to the jail at night.

The most unique feature of this small jail is the shoe factory which employs about half of the present population. This small industry is unique in the State System, and due to the interest and initiation of a local judge, Sr. Joao Avelino Schuster.

One civilian employee supervises the operation and one armed military guard was also on duty in the factory. Production averages fifty pairs per day. Most of the operations are performed by hand. There is one stitching machine and one sander and polisher. Shoe soles are cut by a stamping machine but upper and other leather parts are cut by hand by use of a form. Inmates are paid 300 Cruzeiros for each pair of shoes produced. One-half of his earnings are placed in a savings account in a local bank for discharge purposes. The inmates also receive other bonuses and a television set has been purchased

Front View - Novo Hamburgo Jail



from earnings. The original building housing the factory has been enlarged to three times its original size and there are hopes of replacing the frame structure with a concrete one. Additional equipment is also needed.

Discussion regarding the needs of this particular jail disclosed that the interior jails had received no attention during the five year period preceeding the present administration. The stove in the small, under equipped kitchen is burned out, but replacement has been impossible because other jails have even worse problems and the budget is severely restricted. Prisoners constantly deface the wall and tear up the steel springs of the double decked beds. It has been necessary to replace the steel wire netting with a wooden frame. This increases the fire hazards in the cell. Although a welded steel sheet on each bunk would be both fireproof and sanitary, the Press seems to take a dim view of steel slabs for beds and board has been substituted to counteract undesireable publicity.

Personal items in the cells were varied, but there did not appear to be an unreasonable accumulation. Sanitation in cells was low and even lower than the other areas of the jail, indicating that the inmates had very little personal pride and were probably accustomed to the same standards in their home environment.

Since shoe making is the principal industry in Novo Hamburgo, the training received in the industrial operation should develop employable skills for release. The shoes are sold on the open market through an arrangement with a local cooperative shoe company.

Two juveniles were confined in the jail on the day of the visit. Both were assigned to work in a two acre garden outside of the building compound. This separated them from older prisoners during working hours and was probably the best immediate solution to the problem of juveniles and adults in the same jail.

RECOMMENDATIONS

1. Remove firearms from inside the institution and provide better control of armory.
2. Improve sanitation and maintenance in accordance with the

recommendations contained under those specific titles.

3. Provide additional equipment in the shoe factory and include this factory in the overall industrial program when established.

JAIL AT CAXIAS DO SUL

THE JAIL at Caxias do Sul was visited August 8, 1965 in Company with Director Vianna, Warden Honorio Vieira of the Agricultural Colony, and Deputy Director Alberto Pinto.

Caxias do Sul is located in the mountains 130 kilometers North of Porto Alegre on the highway to Sao Paulo and Rio de Janeiro. It is staffed entirely by the Military Brigade. A Sub-Lieutenant serves as administrator of the jail and he has a total complement of ten men. The Sub-Lieutenant was absent on the day of the visit having been called to Porto Alegre due to illness of a near relative. Sidearms were worn throughout the insitution.

It is located on a small hill on the outskirts of Caxias do Sul. Constructed of masonry and brick it has been well maintained and presents an attractive appearance. There is room for sixty-eight prisoners and it is designed to house adult males, juveniles, and women. There are 12 four man cells; two similar cells for juveniles; two cells for two women in each; a holding cell for six men; and one strip cell for violent mental patients.

There were thirty-nine adult men and three juveniles for a total of forty-two on the day of the visit. Although no matron is provided when there are female prisoners their stay is usually limited to one or two days before transfer to the womens insti-

tution at Porto Alegre. Thirty-one of the thiry-nine adults were under sentence and eight were awaiting trial. Homicide is the predominate offense and only eight had been committed for theft. The longest sentence being served was twelve years (murder of wife and in-law). This inmate was under minimum custody and working as a electrician at the city hall. He was also doubling as the jail baker.

One of the unique features of this facility was the thirty-seven employed by the community. In addition to working in the city hall and Court House several were doing agricultural labor for a Catholic Boarding School. A small local switchboard has been placed in the jail and three inmates take turns operating it for the surrounding community. They are paid at a piece rate for the number of calls handled. One inmate was a skilled mechanic and he was overhauling the jail panel truck. Five men were locked in their cells for custody and disciplinary reasons.

This new jail seems to be well designed. The quarters for adult males forms the stem of a T. The cross bar of the T holds the following activities from left to right: Military Brigade dormitory; interrogation hold cell for six men; radio room; telephone exchange; kitchen; and dining room. An eight foot wall runs from left tip of the T parallel to the stem and is closed at the base to form a rectangular exercise yard. Quarters for women and juveniles are parallel to the mens quarters with T and the small area thus formed is enclosed by the one shop and storage area.

There is a tower over the Military squad room which overlooks the exercise area. A chapel was built alongside the mens recreation yard and it can be entered through a door from the recreation yard. Men who work in town go out the front entrance and around to the entrance to the chapel. Only men under special custody are required to use the side door. Chaplain Services are provided on a part time basis.

Men who work at the city hall return to the jail for their noon meal. The menu consisted of rice, boiled beef, bean soup, coffee, and bread. Sampling of the food revealed it was well prepared and appetizing. The hill at the rear of the jail has been graded into several terraces and vegetables are raised to supplement the menu. The kitchen was clean, pots and pans were polished. Cooking and baking are done with wood and the

wood is cut to stove size by the inmates. The usual compartmental steel trays have been supplemented with dishes donated by a local manufacturer. The inmates have taken care of the dishes and breakage has not been a problem. The only furniture in the dining room was one table and one bench.

There is no laundry and inmates must wash their own clothing. Washing is mandatory each Monday morning. Clothing is a combination of issue and personal, with men wearing personal jackets and coats.

There were a few books in a bookcase in the entrance lobby but since few can read there is no demand for more. Recorded music is played at stated intervals and six loudspeakers carries it through the quarters area. There is no educational library.

The jail was clean and orderly throughout. Discipline appeared to be relaxed. This consultant found the jail at Caxias do Sul one of the finest he has ever visited.

RECOMMENDATIONS

1. Purchase four man tables and chairs for dining room, whenever the budget will permit.
2. Improve cell accommodations by painting walls and furniture.
3. Follow guidelines presented in other sections of this report.

SUMMARY

MOST PRISON SYSTEMS have their strnng and weak points. This is true in the Rio Grande do Sul system. One of the present strong points is the active support and interest of the Governore and the Secretary of the Interior and Justice. This interest is partially responsible for this survey. The present Director is an experienced prison official who is keenly aware of his many problems and has practical plans for their solution.

The Department of Penal Institutions poor financial position is the greatest obstacle to improvement. The position is shared by most other State agencies and the DIP should receive an equitable share of available funds whenever the State's economic position improves.

The institutions have been described in comparison to what might be considered the ideal. The recommendations have been based on the more practical aspects of prison administration. Many of those recommendations will require both money and time. The Department of Penal Institutions should start immediately on a long range program and the following immediate steps are recommended:

1. Inaugurate statutory and industrial good time rates by law or decree.
2. Establish shoe factories and furniture factories at the State Prisons at Porto Alegre and Sao Jeronimo.
3. Increase production of the brick plant at the Farm Colony by addition of two new tractors and a 20 horse-

power electric motor.

4. Increase and modernize farm operations at the Farm Colony by addition of four large agricultural tractors.

5. Establish needle trades industry at the Women's Institution, Porto Alegre.

6. Provide Director Vianna and one ranking officer of the Military Brigade with observation-training in penal institutions in the United States. I would particularly recommend that the U. S. Penitentiary, Leavenworth be included in that tour along with the Federal Correctional Institution, Englewood, Colorado; the Federal Reformatory, El Reno, Oklahoma; the Federal Correctional Institution, Texarkana, Texas; and the U. S. Penitentiary, Marion, Illinois.

Both furniture manufacture and shoe making are basically hand operations in the Porto Alegre area with a minimum of machines and power equipment. The labor force in the institutions is illiterate for all practical purposes, but like most illiterate they can readily learn hand operations. Although one of the purposes of this survey was to make recommendations for specific machines, Director Vianna is in better position to obtain this information from local sources. The shoe factory at the Novo Hamburgo Jail is being operated with only three machines; a stitcher, a stamping machine, or "clicker", and a polisher and sander. The shoe factory should be started as a hand operation supplemented by necessary equipment. As the inmates develop skills and as the shoe industry changes in the area machine operations should be added to keep the training abreast of the employment skills needed by the released inmate.

Two pairs of locally made shoes have been forwarded to Leavenworth for study by shoe specialists. In addition, a list of equipment needed for manufacture of furniture will be furnished after consultation with the Superintendent of the Industrial Furniture Factory at Leavenworth.

Samples of classficiation material will be forwarded for study by the Department of Penal Institutions. Employee training material will also be forwarded for study and modification to meet the Rio Grande do Sul system.

It is also suggested that Mr. Stanford Smith, present Public Safety Advisor at Porto Alegre be detailed to visit the United States Penitentiary, Leavenworth, Kansas during his forthcoming trip to the United States.

It has been both a privilege and a pleasure to conduct this survey. The cooperation received has been most gratifying. I am hopeful that the free exchange of ideas during the many discussions will be helpful as this written report. In turn, it has been my privilege to observe a prison system which has already inaugurated such a forward step at the work release program.

Loren E. Daggett
Consultant