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CONFERENCE REPORT ISSUE 1959 VOL. XVI, No. 2



OFFICERS AND EXECUTIVE COMMITTEE ARE SEEN AT THE LAST CONFERENCE. Front row, left to right: William L. Jacks, Treasurer; Dr. Kenneth E. Taylor, First Vice-President; Lawrence R. Campbell, President; George K. Henshaw, Second Vice-President.

Back row, left to right: Executive Committee Members Paul J. Gernert, Frances K. Doherr, Harold G. Miller; and John Lawson, Secretary.

Missing from picture is Executive Committee Member Fred H. Miller.



The Pennsylvania Association on Probation: Parole and

## The Pennsylvania Association on Probation, Parole and Correction

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Box 200

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Harrisburg, Pennsylvania

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**TREASURER** 

William L. Jacks Statistician

Pennsylvania Board of Parole

Box 66

Harrisburg, Pennsylvania

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Department of Public Instruction

Harrisburg, Pennsylvania

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Pennsylvania Board of Parole

Harrisburg, Pennsylvania

### the quarterly

VOL. XVI, No. 2

#### ALFRED MARASCO, Editor

Pennsylvania Board of Parole Pittsburgh State Office Building 300 Liberty Avenue Pittsburgh, Pennsylvania

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LEO C. BLANCHARD

Camp Hill, Pennsylvania

#### DR. JOHN OTTO REINEMANN

**EUGENE DI CERBO** 

Philadelphia, Pennsylvania

Philadelphia, Pennsylvania

Advertising Representative, Andrew S. Student Organization, Inc. 2054 Sansom Street, Philadelphia, Pa. Send all manuscripts to the Editor

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#### PRESIDENT'S LETTER

Dear Members:

I want to express my appreciation to you for electing me President of our Association for 1959-1960. As I told the members attending our Annual Conference in Philadelphia, I need the help and assistance of each member in order to make this Association year a banner one.

The Executive Committee held its first meeting in Harrisburg on May 22, 1959, at which time we appointed the chairmen and members of the various committees. The response to date has been excellent. With such willingness on the part of our members to serve the Association, we should certainly have an outstanding year.

On June 26, 1959, the Executive Committee had its second meeting in Harrisburg. At that time, it was decided to hold two Regional Meetings, the first in Pittsburgh on October 1 and 2, 1959, and the second in Allentown on November 5 and 6, 1959. The Program Committee is already well underway with its plans to make these Regionals as successful as the Erie and Williamsport meetings last year. Plan to attend!!!!! The tentative dates of the 1960 Annual Conference at Allenberry are May 15, 16, 17, and 18.

A great concern of our Executive Committee at the present time is the number of members who have not as yet paid their 1959 dues. Please encourage anyone you know in correction work to join our Association, particularly those who have not renewed their membership. I have been a member for twenty years and consider it a privilege and a right which I exercise without fail. As you know, the strength of any Association is only as great as its membership.

Sincerely yours, Lawrence R. Campbell, President Sunday, April 19, 1959 CONFERENCE REPORT

# Opening Session MILLIONS FOR JAILS AND POLICEPENNIES FOR PREVENTION AND CURE OF CRIMINALS

by

Hon. Raymond Pace Alexander Judge, Court of Common Pleas No. 4 Philadelphia, Pennsylvania

Philadelphia, I assure you, is glad to welcome the Pennsylvania Association on Probation, Parole and Correction at its annual meeting in our great City. Your presence in Philadelphia will give great encouragement and aid to our brilliant and energetic Mayor, the Honorable Richardson Dilworth, to our administrative agencies, and particularly to the Commissioner of Welfare, the Honorable Randolph E. Wise; his Deputies, Manuel Kaufman, Johannes U. Hoeber, Clement J. Doyle; The Superintendent of Prisons, Edward J. Hendrick; to the Commissioner of Police, the District Attorney and others in charge of the administrative side of our government as it affects crime and delinquency in its various aspects. In addition and by all means not to be neglected, the Judiciary of Philadelphia, the Courts of Philadelphia, the agencies having to do with the prosecution and protection of both juvenile and adult defenders, are indebted to you for making Philadelphia this year's scene of your deliberative sessions. The writer, as one of the Judges of the Common Pleas Courts, who has had the privilege of sitting in the criminal branch of our courts, accepts this assignment as a token of great honor, for which I am profoundly indebted to the officers and members of the Pennsylvania Association on Probation, Parole and Correction.

It is my belief, from the nature of the foundation of democratic society as we conceive it, there is a definite interdependence of a properly functioning, alert and progressive government and the

voluntary organizations interested in social welfare such as yours in meeting today. Organized social welfare efforts, annual conferences, researches in your various fields, under private auspices such as yours, are a positive need for the general welfare of the nation if, indeed, democracy as we know it in America is to survive. In the calm perspective of hindsight, I may perhaps be forgiven, and I ask your indulgence, if I should draw upon and relate to you some instances to carry the points I wish to make, of personal experiences with the problems about which I shall speak.

I would be less than honest if I did not admit that, after thirtyfive years experience in the trial of thousands of cases in many states in our country, a majority of which were criminal cases, a great number of which involved very serious crimes, viz: arson, rape, robbery and murder, in my judgment the judicial administration of the Criminal Courts in the United States, as presently run, needs a thorough revision. It is simply out of date. In most of the counties of Pennsylvania, the same is true. The trial of criminal defendants, the sentencing, the placing of defendants in prison or on parole or probation, all these important matters are, with a few exceptions, done today as they were thirty-five years ago. You will note I have said there are a few exceptions. These reforms, we are proud to say, were instituted in Philadelphia a few years

Philadelphia is in the forefront of all great cities in America in

its modern approach in the area of criminal trials and procedure, and the scientific study, by pretrial and presentence investigations of all persons involved in criminal law violation. Our Bar Association leadership and its various committees, and our Judges in charge of the Criminal Business of our Courts, are to be commended for this renaissance in our Criminal Courts.

Many of these shortcomings, which lead to a denial of fundamental justice to the accused on trial, as well as to the aggrieved parties, the victims of the crime, are things over which the Judges themselves have no control.

The principal handicap under which we work in Philadelphia is that the work load on the individual Judges is far too heavy. How can a defendant, or a victim of a crime, expect a prompt carefully heard case when he finds himself one of perhaps twenty or thirty cases, or more, on a list for trial in one day? In my trial experience and as a Judge in our Quarter Sessions Court, I have seen cases listed as many as nine times before actually reaching trial. I need not relate the frustration of witnesses both for the Commonwealth and the defense, and finally the breakdown of the case of one side or the other when finally the case gets before the jury. And, with population all over America, "bursting at the seams", with no increase in the number of Judges in the forseeable future, nor any available space for additional courtrooms in our own City Hall to try more cases, the situation is getting worse all the time.

In speaking for the Philadelphia Courts, there should be at least three more courts of three Judges each, operating full time, in order to relieve the present overcrowded calendars in our Criminal Courts. This would sharply reduce our overcrowded prisons of their untried prisoners, some of whom have been confined as long as six to eight months awaiting trial. This is a clear abuse of justice and an utter waste of human resources for

those who are found not guilty and released, or for trifling offenbation. The saving in prison keep and maintenance and the great expense in paying the salaries and expenses of visiting Judges who ses discharged or placed on proare now on regular assignment to Philadelphia, the saving of hundreds of thousands of dollars annually as public assistance to the families of defendants in prison for months on end would in a large measure compensate for the addition of these three new courts. When you consider the other incidental expenses we must pay over and over again, viz: large witness and, in some instances, transportation fees, extra time for police. etc-and the additional and very important benefit to the public in the earlier trial of civil cases -most of which now await three to four years for disposition—my plea for these additional Judges seems unanswerable from any point of view.

It is time that men learned in the law did some hard thinking about the problem of crime and punishment. The question of whether putting more and more men and women in bigger and bigger and costlier and costlier jails is the answer to crime, is a very serious question. Is that a sufficient deterrent? Certainly, history does not make us believe so. And, as suggested above, with population "bursting at the seams", what are we heading for—a building boom in jails? That is no answer. or if it is one, it is a very stupid one, based on experience.

Let us examine the question of sentencing. Few judicial problems give Judges more headaches. And if a Judge does not consider this a problem, and if he does not get disturbed or upset when the time comes to decide to send a man to jail, that Judge should not be on the bench. He is dealing with human beings. He is dealing with the lives of people and the families behind these defendants who stand before him "for sentence". I have seen all too many Judges in my trial experience who, when it comes to sentencing, get out the

digests defining the particular crime and its penalties, and without more, reel off a sentence of "5 to 10"—"10 to 20"—"20 to 40" years, and more, with the parting admonition, "that will keep you for awhile" and "don't come back here again", as the prisoner, dejected, disgusted and with a complete lack of faith in justice, is led away to become in time a human wreck and a constant source of trouble to other prisoners and prison authorities.

In such a case—and I have seen many cruel instances such as these—the Judge becomes a Police Commissioner who, harassed by the demands to rid the community of dangerous characters, vindicates his judgment by this "get tough policy" and becomes a mere echo of the crowd shouting for blood—and at a time when, as a Judge, he is making one of the most important decisions he will ever be called upon to discharge. When we as Judges—and you as citizens, refuse to throw around each one of our fellow men, however rich or poor he may be, the full protection that our Law and humanity requires, we cease to be civilized.

We must always remember that with the exception of the death sentence, once carried out (the wisdom of which I have grave doubts and will not discuss here) the accused will be back with us some day, as an ordinary citizen. We therefore must, as far as possible, deal with him in such a manner as not to have to go through all of this act again, by a wise and not a cruel sentence.

Should sentencing be taken away from the Trial Judge and placed in the hands of an entirely independent body of psychiatrists, sociologists, presided over by a special Judge? I say NO. There is no one more familiar with the facts and circumstances surrounding the whole case than the trial Judge. And a Judge, dedicated to his duty to the defendant as well as the public, should be expected to be a wise and humane person

in finally disposing of the case with the following safeguards. I do strongly advocate an extension and broadening of the system now currently in use, to a limited and altogether insufficient extent in Philadelphia. There should be a thorough presentence investigation by a competent and trained staff of psychiatrists, social workers and probation officers experienced in the criminal investigation field, all of whom must file with the Judge for his careful study and review before the time of sentencing, which must not be earlier than ten days after the date of trial, with notice to all parties including the family of defendant to be in court at the time of the final disposition of the case.

As an entirely new feature in the trial of criminal cases, I strongly urge that the defendant shall be given the right of appeal from the sentence imposed upon him in the trial of a criminal case. This has never before been accorded a defendant in Pennsylvania, or for that matter, anywhere in America, with the possible exception of the State of Connecticut. A bill is now pending in Congress to permit an appeal from sentences imposed in our Federal Courts. This bill urged by Judge Simon Sobeloff of the Court of Appeals for the 4th Circuit is now in the Judiciary Committee of the House of Representatives. I urge that we grant, by amending the rules of our Quarter Sessions Court, the right of a criminal defendant to appeal from the sentence imposed upon him, as distinct from his right to seek a new trial. This appeal, I urge, should be heard by a Court of three Judges of our Common Pleas Court, none of whom sat in the trial itself, to review the sentence, giving consideration to all the facts, the crime, record of defendant, his presentence investigation, psychiatric reports, etc., to determine the merits of the appeal, with power to change or alter the sentence itself, apart from the right to appeal for a new trial, which most defendants are not financially able to prosecute.

may be corrected. In many instances, information that comes to the court's attention after trial and sentence may greatly change the nature of the sentence.

The very problem of planned supervision of persons placed on probation by our various County Courts and of the supervision of men released from prison on parole, is an increasingly complex one.

Should probation and parole be on a state-wide integrated basis under the control of a chief administrator within the Department of Justice? Should all emplovees, supervisors, directors, etc., with the only possible exclusion being the members of the Board of Probation and Parole, be under civil service?

My answer to this is most definitely YES. We must face the realization that 67 separate countv "bureaus of Probation and Parole" in Pennsylvania — however efficient they may be-simply are not workable. It is clear that such a system cannot adapt itself to any one or a half dozen sound scientific County Courts in Pennsylvania to one single new State Board of Probation and Parole and its jurisdiction extended to all offenders with a maximum sentence of one year, instead of two years maximum at present. I suggest increasing the membership of the new Board of Probation and Parole to five-presided over by a chairman, from the present three, and a salary increase of each member to \$15,000 a year with the provision that such member devote his or her full time to the position as an active working Board member and assigned to each of five districts in the state.

While a member of City Council. I sat with President Judge Gerald F. Flood, Chairman of the Advisory Committee on Commitment, Detention and Discharge of Prisoners for nearly a year. At that time (1955-56) our Philadel-

phia probationary system, which had lacked sufficient officers to properly supervise their work. was so bad that probation officers had a work load of 196 cases each. It is obvious that we made a mockery of this most important feature of the administration of criminal justice. We have since 1956, substantially increased our appropriation to the Department of Probation of the Quarter Sessions Court and increased our probation officers from 24 in 1956 to 36 in 1959. Each officer's case load has dropped from 196 to 140 cases-still much too high. We are trying to bring our case load down to the desired 75 cases per man, which goal we hope to attain in the next two years.

It is clear, however, that the mere additions to the number of parole officers alone will not solve the problem. The trouble is at the intake side of the picture. What is being done to reduce the number of men and women who commit crime? What makes men commit crime? Since the majority of criminal offenders of adult age were once juvenile offenders, what is being done at every level of our social structure to find the causes of this ever present and most disturbing problem? Is this a problem only for municipal and state authorities who have to do with the arrest, punishment and correction of persons charged with crime? What about the American business man and the ordinary taxpayer? Do you know that according to the 1958 estimates of the FBI on this subject the present cost of all crime in the United States in 1958 amounted to twenty billion dollars? Examining these amazing statistics further we find the cost of the arrest, prosecution, detention of juveniles alone in America amounted to more than 200 millions of dollars in 1958. The cost of property stolen by juveniles alone, as testified to before the United States Senate Sub-Committee to investigate juvenile delinquency to be 115 millions of dollars a year. These figures do not take into account the damage to property caused by persistent vandalism which, it is estimated, runs into untold millions of dollars annual-

It is high time for the American business man to step in and be willing to contribute many millions of dollars towards local and state efforts to attack this problem at the source in the broken homes, in the congested neighborhoods, in the slums, in the overcrowded, poorly equipped and staffed schools, which in so many instances become mere dumping places where the social problems of the community are dumped into the lap of an overworked School Board not equipped to handle such

It will cost many millions of dollars to remove the delinquent children from the schools as soon as they are discovered and place them in separate institutions for special training, supervision and treatment. This can be done and criminal tendencies, when first noted, can be checked even if you must segregate such children at the age of 10 or 11 years. When a child begins to be a chronic truant from school, or one that is constantly fighting other children, or stealing, or vandalizing, without cause, that child needs removal for special care and study. When the homes of such children, almost always a source of child infection, show moral and spiritual decay, all children exposed to this morally diseased home should be immediately removed to an approved foster home, pending placement with other relatives, or in a new public facility, local or state, established for that purpose. When it is discovered that the child needs mental treatment and care, which thousands in our city now need—and these numbers will increase, they should be sent to a modern mental health institution for expert care and treatment. We have no such place today in this entire metropolitan area, and but a precious few in our entire state for this purpose today. A disgraceful situation and totally unwarranted for a great American state.

Of course this program will require the immediate outlay of perhaps as much as 10 million dollars by the local and state government. but it is like spending pennies as compared to the mounting millions to build all over the statemore and more multimillion dollar maximum security prisons, detention juvenile institutions, jails for the criminally insane prisoners and millions of dollars annually for the personnel to man and the food, supplies and equipment to keep these thousands upon thousands of human wrecks who are beyond correction or cureall because of the shortsightedness, lack of imagination or downright stupidity of public officials and the American businessman.

Improved techniques in the manufacture and distribution of American products; the amazing connotation of technology: the introduction of automation in virtually all of the billions of dollars spent annually by America in the production of defense weapons of all sorts; the giant strides made by electronics in every area of American business have all contributed to the mass unemployment, steadily increasing, not withstanding an increase in gross American productivity. The two greatest problems facing us in America today—(1) increase in crime and (2) increase in unemployment go hand in hand. It is definitely, in my opinion, a prob-lem regarding which American business owes its best brains, its great reserve of wealth of money and energy to help our cities and our states and our Nation to solve.

Finally, I want to speak to you about a matter that is close to my heart and about which I first brought to the public's attention while I was sitting in our Criminal Court in January of this year shortly after my appointment to the Bench. This subject, "The Auxiliary Probation Plan for Law Violators", is discussed in quite some detail in a resume attached to my address, but to which I

(Concluded on Page 12)



Morning General Session of April 20th: The Public Evaluates Police, Probation. Prison and Parole.

Left to right: Joseph Lowry, Philadelphia Evening Bulletin; Theresa Mac-Millan: C. Gilbert Hazlett. Chairman, Board of Commissioners, Chester County: Edward J. Hendrick: Albert N. Brown; Raven H. Ziegler; G. I. Giardini: William J. Banmiller.

Monday, April 20, 1959 CONFERENCE REPORT

#### General Session "THE PUBLIC EVALUATES POLICE, PROBATION, PRISON AND PAROLE."

#### MODERATOR

Edward J. Hendrick Superintendent of Philadelphia Prisons Philadelphia, Pennsylvania

#### CONSULTANTS

Albert N. Brown Deputy Commissioner Philadelphia Police Department Philadelphia, Pennsylvania

Raven H. Ziegler Chief Probation Officer Lehigh County Allentown, Pennsylvania William J. Banmiller Superintendent Eastern State Penitentiary Philadelphia, Pennsylvania

Miss Theresa MacMillan Area Director Pennsylvania Citizens Association Harrisburg, Pennsylvania

Dr. G. I. Giardini Superintendent Parole Supervision Pennsylvania Board of Parole Harrisburg, Pennsylvania

#### RECORDER

George E. Barbour, Parole Agent Pennsylvania Board of Parole Philadelphia, Pennsylvania

Mr. Paul J. Gernert, President of the Association, in his opening remarks stressed the need of the public being aware of problems in the correctional field. We must, he said, be constantly on the alert to inform the public of the entire program of probation, parole, prison and police; the objectives and advantages. For this reason,

a mixed panel was selected as indicated above.

It was brought out by the panel that since the first annual meeting of the Association, 88 years ago, we have been striving to fulfill the following objectives:

1. Removal of politics from the correctional field.

2. Evaluation of existing pa-

role standards and practices.

3. Focusing of attention on the importance of parole and probation in the control of delinquency and crime.

4. The need for improved recruitment standards, better salaries. together with an effective onthe-job training program.

Dr. Giardini explained that no prisoner has a right to parole. The public does have a right to parole. Society, through its laws, has reduced the length of sentence and has invested within the Parole Authorities the right to determine when a prisoner is ready for release to parole supervision. This decision is based upon several factors, e.g., prison record. type of crime committed, adjustment within its institution, personality traits and patterns of behavior. The members of the panel felt that discharge of a prisoner to parole supervision should be granted only after a careful evaluation of all individual and community factors.

It was felt that the public interest is at its height when a crime is committed and at the point that a prisoner is ready for release to society. It is within the institution, however, that the prisoner must begin preparing himself for return to community living. Mr. Banmiller pointed out that little has been done in this area. There is a need, within the institution, for them to have a more thorough presentence investigation report; professionally trained staff and the development of an extensive training program. These needs cannot be met without additional financial aid.

Some thought was given to the recent Montana prison riot. The panel did not attempt to pinpoint the reasons. However, the factors mentioned by Mr. Banmiller were given serious consideration.

It was pointed out that 95% of those in confinement, at some point, will return to community living. Therefore, it is most important that these objectives be

met in order to help those released make use of themselves constructively within society.

The panel, in a general discussion, revealed that there has been an overall increase in the crime rate throughout the country. This is partly due to an increase in population. There is a current expenditure of approximately 22 billion dollars to combat this condition. The police administration has two objectives: to maintain law and order; the arrest and prosecution of the offender. The public demands immediate results. In order to carry out these objectives there is a need for self-improvement within the police department. Additional trained personnel and more scientific equipment is needed which requires additional funds.

The panel was in agreement in thinking that the laws under which offenders are sentenced may determine, in a large measure. the effectiveness of parole supervision and the adjustment of the offender during confinement. It was felt that there should be a revision in procedure so that the laws would require a broad area between the minimum and maximum sentence. The minimum sentence should be designed to meet the need of an offender on an individual basis. The panel did not reach a complete agreement as to the length of time of the minimum sentence. However, a period of one year was suggested. This change in procedure would provide a more flexible sentence. thereby giving more consideration to the needs of the offender when decisions are rendered.

In summation, the panel concluded that there is a pressing need in interpreting the programs of the police, probation, prison and parole to the public with a view in mind of developing a basis for public support. They concurred in thinking that it is important that the responsible citizens be given an opportunity to provide adequate financing and participation in activities within the correctional field.



Consultants at the Afternoon General Session of April 20th. The open forum discussion was on the subject: The Public Evaluates Police, Probation, Prison and Parole.

Monday, April 20, 1959 CONFERENCE REPORT

## General Session "THE PUBLIC EVALUATES POLICE, PROBATION, PRISON AND PAROLE."

**MODERATOR** 

Michael Von Moschzisker, Esq. Member, Board of Pennsylvania Prison Society Philadelphia, Pennsylvania CONSULTANTS

Howard R. Leary Deputy Commissioner Philadelphia Police Department Philadelphia, Pennsylvania

Dr. Leonard Rosengarten Director of Juvenile Division Municipal Court Philadelphia, Pennsylvania

Dr. G. I. Giardini Superintendent Parole Supervision Pennsylvania Board of Parole Harrisburg, Pennsylvania

Marvin Cominsky, Esq. Chairman, Committee on Court and Correctional Services Pennsylvania Citizens Association Philadelphia, Pennsylvania

Dr. E. Preston Sharp Director Youth Study Center Philadelphia, Pennsylvania

Honorable Marshall L. Shepard City Councilman Philadelphia, Pennsylvania

Joe Daughen Philadelphia Daily News Philadelphia, Pennsylvania

Dr. John Shearer Director Eastern Correctional Diagnostic and Classification Center Eastern State Penitentiary Philadelphia, Pennsylvania

#### RECORDER

Frederick F. Clanagan District Supervisor Juvenile Division, Municipal Court Philadelphia, Pennsylvania

At the afternoon session Dr. Shearer urged the members to think in terms of "good public relations" and how we could obtain this goal. The question was raised as to just how much the public is interested in prisons and the correctional field. The treatment of offenders does not end at the termination of his sentence and the closing of the prison gates behind him. There is a need to educate the public of the constructive work and efforts being made by our prisons.

It was established at the outset that parole is not the right of the prisoner. Parole is a form of control of a prisoner upon his release from prison. The prisoner has a right to be considered for this program. Parole is the last step in the process of treatment. There are some prisoners who do not want parole. Society considers parole only a surveillance. However, Dr. Giardini emphasized that parole must be considered far beyond that point. In order for the program to be effective, personnel must be skilled in the handling of persons on parole.

The sentencing of the offender was another point in question. It was pointed out that there is a proposal to revamp sentencing. There should be indeterminate sentences. Admittedly, there are a great many problems imposed upon the sentencing judge.

The next area of consideration was juvenile probation. Dr. Rosengarten pointed out that the public tends to consider the court's decision as one of simple choice of probation or commitment. The fact is that the prospect of rehabilitation is greatly reduced by the placing of a boy in an institution that is not designed to meet his treatment needs. Not only is there a lack of institutional facilities, but there is no broad spectrum of treatment available. The cost of crime and delinquency is so vast in terms of money, family sorrow and community ill that the public has difficulty in comprehending it, even in these terms of astronomical defense costs. It was strongly urged that those of us in the field and our newspaper associates graphically present to the public the frightening cost of crime in all its ramifications and to point out that while an effective program to combat it is expensive, the cost is small in comparison to the cost of crime and delinquency itself. There is need for a well thought out, coordinated institutional setup designed to meet present day needs and utilizing the knowledge we have. Again, probation services should

be adequately staffed and adequately paid. The basic instrument in combating delinquency is the court probation staff. To frustrate the probation staff, already burdened with large caseloads, there is the endless search for some placement plan for the child, often with no result forthcoming because the limited number of institutions available are overcrowded. This represents a tremendous cutting down of the time available for the basic jobsupervision of probationers. Under optimum conditions arranging placement would represent only a small fraction of the probation officer's time.

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There was agreement that our methods and techniques in handling this problem must differ but the end result and aims should always be the same. Speaking with regard to the philosophy of the police department, Mr. Leary stated "the days of the big stick have long since passed", suggestion and persuasion has taken its place. Criticism of the police department is sometimes justified and quite often it is not justified. This session concluded that the message of the whole correctional program is not reaching the public. No organization can move forward without the help of a civic group, therefore, the Association has solicited the help of the Pennsylvania Citizens Association (PC A). There is a concerted effort to get the community into the program in order to acquaint a greater portion of the population with the problem.

It was suggested that a committee be set up to promote press releases, citing cases that have been under supervision. This committee would point out the fact that a person with a long criminal record is not necessarily a hopeless case.

The lack of research in the field was voiced as being one of the basic problems in the correctional field. More research is needed in this area "that would cut across the entire correctional field." A small sample area could be used to point out the success of a given

situation or program. The results must be explained in simple laymen's terms. Agreement was expressed that in the actual practice of the law you don't get people interested in this field (probation, parole and correction). There are too many unchanneled isolated cases. A well-organized body will have to bring the message before the public and the objectives must be highly defined to this body.

The Quarterly

There is definite need for the law enforcement agencies to unite their efforts and cease the "tug of war" against each other. The public views crime not only with emotion but with hysteria.

In order to decide the merits of probation it was suggested that a proper study be made to come up with the answer as to whether probation does or does not work. It will take great courage to face up to this question and the possible answer that would be forthcoming.

Approximately 83% to 87% represent those who successfully complete parole. The only way to test effectively such a system is

to follow the individual after his release. The question was raised as to whether the effectiveness of the system would be enhanced if the names of parolees could be published once they are released from prison. There was no final answer to this question at this session. This is one of the most difficult fields to have controlled research because of the variable (the human personality). There must be some technique devised in order to measure success and a decision as to just what we want. Skills developed while in prison are not always easy to follow once the prisoner is released. In many instances the prisoner is glad to forget his trade learned while in the institution. The attitude toward small crimes (vice) plays an important part. It is up to the judge to establish an attitude toward these offenses. The judicial attitude is colored by the public attitude. The chronic petty offender does not respond to probation. The severity of the crime shows no relationship to success while on probation. Probation can be a very effective tool. However, in order to be effective there must be adequate staff, salary and a minimum case load.

(Continued from Page 7)

#### R. PACE ALEXANDER

shall make but brief reference. I want to leave this subject with you. I consider this to be a very important plan of action in our effort to make this feature of the administration of our criminal law, viz: the operation of probation of adult violators—and later juvenile offenders — a really worthwhile and effective part of your life.

When one considers the urgent pleas and requests made to our office since the announcement of this proposed plan for the use of the facilities of the great churches of America and their staffs of volunteer workers to help us make this plan a reality, a living thing—and letters being received from all over America for a de-

tailed copy of our proposed scheme of operation—one is profoundly encouraged to believe there is an untouched wealth of volunteer citizen aid ready at your call to do what it appears, that American business tycoons and other shortsighted executives seem unwilling to do—and at no cost, no charge to the taxpayer.

I shall now turn my proposal over to your executive officers and technical staff to study, appraise, criticize, amend, recommend suggestions on the same and, I trust, thoroughly discuss and debate this subject at this session and render a final report thereon.

If I can be of any further help to you, feel free to contact me.

RECORDER George Weinstein, Parole Agent Pennsylvania Board of Parole Pittsburgh, Pennsylvania



Workshop I: Counselling—Benefits and Dangers. Left to right: Dr. Joseph F. Mazurkiewicz: Rev. Paul Washington; Dr. Michael Morello: Mai. Edmund H. Lyons.

Tuesday, April 21, 1959 CONFERENCE REPORT

## Workshop I "COUNSELING-BENEFITS AND DANGERS"

#### MODERATOR

Dr. Michael Morello Director of Treatment Eastern State Penitentiary Philadelphia, Pennsylvania

#### CONSULTANTS

Rev. Paul Washington Episcopal Community Service Philadelphia, Pennsylvania Major Edmund H. Lyons Training Officer Philadelphia Co. Prisons Philadelphia, Pennsylvania

Dr. Joseph F. Mazurkiewicz Chief Psychologist State Penitentiary at Rockview Bellefonte, Pennsylvania

#### RECORDER

Edward A. Rufus Senior Parole Officer Eastern State Penitentiary Philadelphia, Pennsylvania

The Session opened when the moderator introduced the panelists and commented on their backgrounds. He then went on to discuss counseling and defined and explained what counseling constitutes. It gives the individuals an opportunity to ventilate, get rid of their problems and thoughts and also to make suggestions. This discussion covered three phases of counseling within the institutions:

- 1. Religious
  2. Psychological
- 3. Custodial

Dr. Mazurkiewicz felt it was difficult to approach the subject of counseling because of the variations in its meaning to the various disciplines, agencies, professions and personnel in the field. However, it is generally felt that counseling is an effective tool in helping offenders return to an acceptable level of social and personal behavior and adjustment, the primary function being to try and help individuals change internally—to help them cure themselves.

The speaker went on to say that there are a number of inherent dangers in counseling such as:

- 1. The gripes can get out of hand and become custodial problems.
- 2. You must be selective in the type of persons ad-

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mitted to the groups.

3. It is dangerous to operate with someone not properly motivated. He may have an ulterior motive such as release from prison or getting out of work.

4. The session can get out of control.

5. The individual may get a dependency relationship upon the psychologist because of the closeness involved in individual counseling. The relationship should be continuously evaluated.

6. The psychologist may not be capable of handling a specific situation.

 Most inmates are not ready for counseling because of their environment in prison.

The goals of a counselor should be to develop insight in the inmates and also to help the inmate find new ways of adjusting. In summarizing he felt that counseling is a most useful tool and technique; it is a complicated and a serious process; it poses clearly defined dangers; it has definite limitations, definite requirements, needs constant evaluation and reevaluation; and, is, above all, a technique or tool that has a multitude of worthy and desirable benefits to be earned by the individual, the agency or institution, and society.

Reverend Washington stated that the Chaplain is looked upon as a representative of God. He is the "go between" for the inmates and God. The attitude of the inmates is very significant in the relationship created between themselves and the Chaplain. To the inmate the Chaplain represents their conscience. The Chaplain endeavors to establish a relationship between the inmate and his fellow-man and also between the inmate and God. He is looked at as a reconciler.

There are many benefits derived when there is a healthy re-

lationship between the inmate and Chaplain, namely:

1. To cause the inmate who feels rejected to feel that he is accepted. As an inmate grows to realize that the Chaplain's acceptance of him is genuine, it may lead next his acceptance of himself.

2. The effectiveness of the Chaplain depends upon the respect and confidence the inmate has in the Chaplain.

3. Helps make the inmate penitent for his offenses.

4. Helps the inmate gain more understanding about those on the outside of the prison.

5. By being a sympathetic listener many of his more personal problems are solved through the Chaplain's assistance.

6. Many problems can be referred to the Chaplain by various staff members as the Chaplain may be in the best position to handle the type of problem.

Some of the dangers encountered by the Chaplain in counseling are as follows:

1. The Chaplain can become a barrier if he is not accepted by the inmates.

2. The Chaplain may find himself entering another field in which he has no qualifications such as parole or social service.

3. The Chaplain can become gullible or naive and be "taken in" by the inmate's story.

4. The Chaplain cannot be too moralistic or become critical.

5. The Chaplain should not make the inmate feel that religion is magical. It is effective but not magical.

Several examples were given by Reverend Washington in which the above benefits and dangers were demonstrated. Major Lyons very briefly discussed counseling as conducted by the Correctional Officers in the institutions. It was felt that because of the tremendous shortage of trained counselors the Correctional Officer is substituted. He cannot devote all of his time to counseling and ignore his responsibility as a custodial officer.

There are three areas of counseling:

 Trained therapists such as psychologists and psychiatrists.

2. Trained specialists such as educational and vocational advisors.

3. All other personnel including the correctional officer.

The Correctional Officer can be trained to make proper referrals within the institution. Without proper cooperation between the Correctional Officer and the treatment specialists the correctional program is in grave need.

The moderator then directed the discussion to the audience. There was a great deal of participation by the audience. A number of Correctional Officers who were present in the audience felt that a counseling program does more harm than good. They felt that the inmates participating have become arrogant and have lost respect for the Correctional Officer. They also stated the Counselor does not see the inmate as his true self.

The panelists felt that the Correctional Officers are not aware of what the goals of counseling are or how these goals are reached.

It was felt by all that the discussion was very interesting and that everyone in attendance gained something from the presentations and the lively discussions that followed.

Tuesday, April 21, 1959 CONFERENCE REPORT

# Workshop II "PREPARATION, CONTENT, AND VALUE OF A COMPLETE PRESENTENCE REPORT"

#### MODERATOR

David J. Hurley Supervising Federal Probation Officer Philadelphia, Pennsylvania

#### CONSULTANTS

Dr. Martin Hayes Assistant Director Neuropsychiatric Division of Quarter Sessions Court Philadelphia County Philadelphia, Pennsylvania Anderson B. Bryant Juvenile Court Representative State Department of Welfare Philadelphia, Pennsylvania

Paul W. Tibbetts Chief Probation Officer Berks County Reading, Pennsylvania

#### RECORDER

Irvin L. Groninger Chief Probation Officer Cumberland County Carlisle, Pennsylvania



Workshop II: Preparation, Content, and Value of a Complete Pre-Sentence Report.

Left to right: Paul W. Tibbetts; Dr. Martin Hayes; David J. Hurley; Anderson B. Bryant.

The presentence report has been discussed many years. Until recently not too much has been done about it. Even John Augustus wanted a day or two to check into the person's background. Since sentencing has become more and more individualized, we need background information on the offender. It was mentioned that a worthwhile book, "Guides for Sentencing", might be helpful as most of the content has to do with presentence reports. The M.D. needs to ask many questions of the patient. The same thing is true of dealing with the offender. The investigation is no better than the Probation Officer is equipped to mal a the report. The Probation Officer should be trained and have at least a smattering knowledge of law and medicine and to be able to summarize the salient points. One of the most important parts of the investigation is the original report of the arresting officer. If the police officer would write in his own words just what happened, the method, the surrounding circumstances, it would be very helpful. It was suggested that since we expect information we are more likely to receive this if we in turn make sure to advise the arresting officer of the disposition, when rendered. Is the offender a tool or a leader and head of a gang? What are his habits, use of leisure time, and does he have any personal traits or personality which indicate a need for mental examination? What about the home? Is it disorganized? Does one parent berate the other? School informa-

tion is important. Very important is employment, records and patterns. What about the psychopath? There is need for training to recognize this situation. Physical health is important also. It was mentioned that a man got into trouble because he was unable to get work. It was found he needed an operation. This was arranged and he has maintained steady work since. Also important is the concept that the original interview is where treatment begins. It is not just a matter of collecting information, but other values take place at the same time and in the same process.

Presentence reports are more than a guide for sentencing. It has moved up to a place of value to the institutions. A good report will help the staff assign a program suitable to individual treatment needs. The knowledge of any previous experience between the Probation Officer and the offender is important to the institution. The report as a whole will point out the way for the long, continuous process of rehabilitation. The content of the report should reveal the individual as a real, feeling human being, not just facts such as the length of time jobs were held etc. To achieve this the investigator must have a genuine interest in people in trouble: should learn how the offender feels about the matter. We should look at the offenders as people like ourselves; they feel pain and enjoy pleasure just as much as we do. The Probation

Officers are obligated to reveal all the client's weaknesses and strengths. The presentence report is the starting point, and since those who do not become rehabilitated cost society a considerable amount, it is important that we start with a good, sound program. The presentence report's primary function is not only to provide concise, adequate evaluation to the court, but also to the institution. Most judges now are practically oriented. In the beginning, perhaps, there was some resistance, but now they frequently want mental examinations. If referred to a clinic for such an examination, the type information they are interested in is how much schooling, the work record, the family background and relationship, military service, did they adjust; if not, why? Their social activities, drinking, and the medical history with particular in-

terest as to whether there was a head injury and the residue effects, and of course any psychological and I.Q. reports are helpful in the diagnosis of behavior. The law in some states requires a presentence report in all felony cases, for example, California. The importance of presentence investigation is illustrated by how the National Probation and Parole Association weighs time in the point system. A case under supervision is counted as one unit of work time: a case under investigation, where a case history is being made, is given four units of work time out of a total of 50 units a month. It was generally agreed that attorneys should not see the presentence report. Presentence reports should be for the use of the court and only other agencies on a carefully selected basis, if they have preferential dealings with the offender.

Tuesday, April 21, 1959 CONFERENCE REPORT

## Workshop III "COOPERATION BETWEEN THE PUBLIC AND PAROLE"

#### MODERATOR

Elton R. Smith
Assistant Superintendent
Parole Supervision
Pennsylvania Board of Parole
Harrisburg, Pennsylvania

#### CONSULTANTS

Dr. John J. Torney Director, Neuropsychiatric Division Quarter Sessions Court Philadelphia, Pennsylvania

G. Richard Bacon Executive Secretary Pennsylvania Prison Society Philadelphia, Pennsylvania Weston Overholt, Esq. Junior Chamber of Commerce Philadelphia, Pennsylvania

Richard J. Caron Caron Spinning Company Robesonia, Pennsylvania

#### RECORDER

Walter G. Scheipe Parole Agent Pennsylvania Board of Parole Allentown, Pennsylvania



Workshop III: Cooperation between the Public and Parole. Left to right: Weston Overholt, Esq.: G. Richard Bacon; Dr. John J. Torney; Richard J. Caron; Elton R. Smith.

Mr. Smith opened the session with a brief discussion on the importance of co-operation between the public and those interested in rehabilitation. He pointed out the necessity of informing the general public on the problems confronting those people needing rehabilitation.

Mr. Overholt discussed the work being done by the Junior Chamber of Commerce of Philadelphia in the field of rehabilitation of men released on parole. The Parole Committee of this organization was instituted about ten years ago. It is composed of a chairman and twenty members. The function of this group is to assist in the preparation of satisfactory parole plans for adolescent and young adult offenders between the ages of 18 and 25 who have been recommended for release. The Jay Cees will not handle sex offenders or those involved with narcotics. Requests for parole come from the inmate of the institution. The chairman contacts the senior parole officer of the institution for a classification summary to acquaint the assigned adviser with the prospective parolee's background. One of the most difficult aspects of a plan is employment because of a natural prejudice against wrongdoers which a prospective employer often has. Mr. Overholt expressed the feeling that parole advisers sponsored by community organizations are superior to individuals. It makes it possible for an adviser to discuss any perplexing problems with the group and thus incorporate the thoughts of the group before reaching a definite conclusion. A member who professes an interest in the work of an adviser is first given a pamphlet entitled "Parole and Probation". This was prepared for the Junior Chamber of Commerce by Dr. Otto Reinemann, Director of Probation, Municipal Court, Philadelphia. This pamphlet describes probation and parole and the functions of an adviser or sponsor. "A Guide to Parole Advisers" outlines the basic steps to follow before release and after a man is released on parole. The adviser group has monthly meetings which members attend to discuss the progress of the parolees and any problems which arise. It was suggested that group thinking contributes a more sound solution to problems than that of individuals.

Mr. Bacon described the working of the Pennsylvania Prison Society in the field. The cases handled by this organization are carefully chosen and handled by trained workers. After being contacted by a prospective parolee, the worker interviews the man at least four times in the institution before a decision is reached. They feel by a number of personal interviews, they can best determine the man's attitude toward parole. In addition to assisting the prospective parolee in formulating a complete plan, the Society also has funds available in the event he has no money at the time of release. One of the biggest problems which exist at the present time is that of finding employment. Often the employer insists on a personal interview before making any commitment. Because

of regulations of the Parole Board, this cannot be arranged and often another job must be found. Other problems arise from time to time. However, problems between agencies and the Parole Board are not insurmountable and proper communications, Mr. Bacon felt, will contribute a great deal toward their solution.

Mr. Torney described the pretrial psychiatric examination of defendants by his agency. The examinations are given to defendants who have voluntarily agreed to permit them. After the examination is complete, an accurate diagnosis is given and an unbiased recommendation can be made to the court. The results of the examination are made available to the various agencies involved. They make it possible to determine the type of supervision necessary for the probationer. Supervision is important and valuable even though the man may be hostile in the beginning. Records show that of those examined there have been few recidivists. It was recommended that all offenders be given complete psychiatric examinations to assist in determining their needs as to type of supervision, job placement, etc. These reports are written in a language that can be understood by practically everyone involved.

Mr. Caron explained that his work in this field is basically with alcoholics. 80% of the men have alcoholic backgrounds. The men come from many sources: institutions, Parole Board, courts, etc. The panelist remarked that in his opinion, if a man is eligible for parole, he should be released even if no job is available as holding a man over is harmful and lessens his chances of successful rehabilitation. The first 72 hours are regarded as the most difficult because of the drastic change in the man's life, thinking and acting. It is most important to get the parolee to start thinking right. The parolee is encouraged to join an AA group and participate in the meetings. The members of the AA group aid in counseling these

men. Mr. Caron emphasized the relationship between adviser and parolee is vitally important. The parolee should have complete trust in the adviser and feel that he can discuss his problems with the adviser and arrive at a satisfactory solution.

It was the consensus of the panel that getting a job is a difficult task because many companies have policies requiring physical and placement examinations. The general feeling was that a flexible agreement between employer and the Parole Board should be worked out. Another stumbling block is the natural reluctance of some employers to employ a man coming out of prison. Hence, again, the necessity for educating the general public was emphasized. It was agreed that the meetings of adviser groups are a sten in the right direction. These meetings will help to build a group of individuals who are sincerely interested in helping men released on parole.



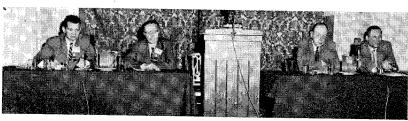
#### ANNOUNCEMENTS

#### Pittsburgh Regional Conference

WEBSTER HALL OCTOBER 1 and 2, 1959

#### Allentown Regional Conference

AMERICUS HOTEL
NOVEMBER 5 and 6, 1959



General Session of April 21st: Report of Workshop Moderators. Left to right: Dr. Michael Morello; Dr. John Otto Reinemann; David J. Hurley; Richard J. Caron.

Tuesday, April 21, 1959 CONFERENCE REPORT

## General Session "REPORT OF WORKSHOP MODERATORS"

#### MODERATOR

Dr. John Otto Reinemann Director of Probation Philadelphia Municipal Court Philadelphia, Pennsylvania

#### CONSULTANTS

Dr. Michael Morello Director of Treatment Eastern State Penitentiary Philadelphia, Pennsylvania David J. Hurley Supervising Federal Probation Officer Philadelphia, Pennsylvania

Richard J. Caron Caron Spinning Company Robesonia, Pennsylvania

#### RECORDER

Miss Frances King Parole Agent Pennsylvania Board of Parole Philadelphia, Pennsylvania

The purpose of this session was to present in capsule form what had happened at the morning sessions. Dr. Morello, who had led the first morning workshop, stated that counseling in the prison touched on these areas; the psychologist's, the chaplain's and the custodial officer's. He described it as a hot session as the psychologists and custodial officers had many different opinions and the latter group frequently had no idea of what the former wanted to accomplish in his session. Some of the custodial officers felt that counseling only created problems as it seemed to arouse some of the prisoners. Since they were the

ones who saw the prisoners after they were locked in, they were in the best position to know what they were really like. One important question which so far remains unanswered was whether a prisoner should be forced into a counseling program and if forced, whether he would benefit from it. To date, there has been little research on this subject. Counseling is such a new field that we are really feeling our way. It is only in the last five years that there has been a treatment program whereas for 200 years the emphasis was entirely on custody. Even now there are differences of opinion among the

psychologists themselves as some of them are not sure of its value. It is acknowledged that counseling will not help everyone as different individuals respond to different stimuli. Some are helped by the religious approach and some by the everyday contact with the custodial officers. With juvenile inmates, more pressure was used in getting them into the program and a summary of the work at Glen Mills School for Boys was presented. All of the workers, in whatever category he was employed, were important in helping the boy to adjust to the program at the school and later on the outside. It was significant that they called themselves child care workers and each member of the staff was made to feel he was playing an important role.

As for the program in the forestry camps, it was centered on the assumption that the boys wanted counseling as they were screened carefully before being accepted. Even so, they did not all prove receptive even though they said they wanted it. Their solution was a sort of Big Brother arrangement with the personnel of the Department of Forests and Waters.

Mr. Hurley, who led Workshop II. stated that more and more judges were giving individualized sentences so that the presentence investigation was assuming more importance. The original interview was important to the prisoner as it began the treatment program. It was also of great importance to the institution as frequently their only information was based on newspaper stories. The interpretation and evaluation of the facts in the report were the key to its usefulness. Three years ago, a study was made resulting in the publication of Guides for Sentencing considering the points to be covered in a presentence investigation. A psychiatric evaluation of the prisoner should be included in the report. He may be incompetent to plead and, if so, the court's time will be saved. The question was raised of the confidentiality of the report and the conclusion was that as few people as possible have access to it; really only those directly working with the individual.

In the question period that followed, there was some discussion as to how the process benefited or affected the prisoner. It was felt that if there were any discrepancies between his statements and what was brought out in the investigation, they should be discussed with him. If he should be placed on probation and the officer worked with him over a long time, the report might be discussed with him.

The Federal Government requires a presentence investigation in every case except where the judge says he doesn't want it. Actually about 88% of the cases have had it and some judges even ask for recommendations as to prison or probation. So far, there has been no trend toward either longer or shorter sentences in cases where there has been a presentence investigation. The perennial question of whether the same officer should supervise and investigate was raised and as usual remained unanswered.

Mr. Caron presented the report on Workshop III. The work of the parole adviser committee of the Junior Chamber of Commerce was outlined. They first help the prisoner get a home and job and also indoctrinate him into the meaning of parole and then follow up his progress. In their monthly meetings they pool their experiences. The Pennsylvania Prison Society workers act as advisers on a selective basis, giving counsel and some financial aid and supplementing the work of the parole agents. Mr. Caron himself has advised and employed many parolees, 80% of whom are alcoholics. He tries to make them think he is their friend and that if they want to be rehabilitated they can be. At times, however, he has returned parolees to the institution. He is now in the process of trying to get fifteen Reading, Pennsylvania, business men

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to take on one parolee with an alcoholic background a month. Before accepting a man, he wanted to know the man's whole record, especially the recommendation of the captain of the guards who lived with him. After release, he gives extremely close supervision and he felt strongly that the parolee's employer should know the whole story of a parolee's background and offense.

## PRESIDENT'S REPORT AT THE BUSINESS SESSION

Members and Friends of the Association:

This is indeed an inspiring moment in my career as I stand before you on the closing day of my service as your President. During the past year I have endeavored, with the help and cooperation of the officers and members of the Association, to promote parole and probation within the Commonwealth. Frankly, I believe the record will show that I have spent more time to promote probation than I have spent to promote parole in the Commonwealth.

Following through on the work started by my predecessor, Mr. Norman Morgan, the Committee on Standards has completed its report. This is a very outstanding piece of work and the credit for this initiation goes to my predecessor, Norm Morgan. The Association must take steps to promote its own profession if we are to attain the recognition we so rightfully deserve.

It has always appalled me when I attend these various conferences on probation and parole, to find that we here in Pennsylvania have no material that aids in promoting and publicizing probation. To fulfill this needed spot I have during my term, appointed a committee to develop a brochure on probation. Possibly due to the late start of the committee, very little has been accomplished in this direction. I strongly urge, therefore, that the Association and its officers put forth every effort to develop such a brochure for distribution to our friends (and it won't hurt if a few enemies get them) so that we will move forward in the area of probation.

The recent survey report made by the National Probation and Parole Association, covering the field of probation, leaves much to be accomplished. We are using probation in only about 19 per cent of the cases coming before our courts and, therefore, Pennsylvania again is at the bottom of the list in this area.

We have conducted in the past year two regional meetings, one at Erie and the other at Willamsport. Both of these regional meetings were geared to draw in all areas engaged in law enforcement or interested in the work of probation or parole. We also made use of the juvenile, from whom we hear so much these days, making it appear that our juveniles are out in "left field" when actually it is only 4 per cent of this group that are in criminal activity. The regional meetings utilized representatives of the 96 per cent of the juvenile group (Teen Agers) to tell us what is wrong and how we can help to prevent juvenile delinquency.

The gratifying part, not only from a financial point of view (these two regional meetings did not cost the Association one centthey were self-sustaining), but from the "interest" point of view, is that we gained many new members and enlisted more judges in those regional meetings than we ever have at our annual meetings. As you all know, the probation officers on the county level can do only as much as his superior, the judge, will permit him to do and it is, therefore, very essential that the judges in the Commonwealth support probation and parole. The membership at the beginning of

my term was 395 and today we are happy to report that it has risen to 505, a net gain of 110. I do not take any credit for this achievement. This clearly belongs to the Membership Committee.

During my administration I have followed the principles set forth by National leaders, in that for probation and parole to really succeed we must enlist layman and citizen support. In this direction, we have attached the Association's name to all the regional meetings of the Pennsylvania Citizens Association and other public groups wherever the opportunity presented itself.

Another area that has always disturbed me personally is the lack of recognition to persons who have served in the leadership of the Association. In this direction, with the approval and support of the Executive Committee, a certificate of recognition was prepared, to be presented to all Past Presidents of this Association. Unfortunately time, and convenience to the recipient, did not permit me during my term to present these certificates to all Past Presidents. In this I apologize. However, I am

sure my successor will find time to present the remaining certificates to be awarded to Past Presidents, and thus complete the task.

In closing, I wish to thank each and everyone who has helped to make my term a success (if there is any), and certainly acknowledge that without your support no one could promote the interests of the Association. I wish to personally thank the Executive Committee for their devotion and kindly support, as well as all the Chairmen of the various counties and area councils. I am fully cognizant that everyone has had the opportunity to develop the area council to the point of greatest satisfaction, but we must realize that circumstances vary from area to area.

I wish to extend to my successor my whole-hearted support.

It is my belief that everyone in this profession should belong to an organization that promotes our work. In this the Pennsylvania Association on Probation, Parole and Correction is your Association and mine.

Respectfully yours, Paul J. Gernert



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## FACTS ON THE PROBLEM OF JUVENILE DELINQUENCY

Address: Pennsylvania Association on Probation, Parole and Correction Philadelphia, Penna.—Annual Banquet—Tuesday, April 21, 1959
Dr. E. Preston Sharp
Executive Director
Youth Study Center

It is unfortunate that Judge Warren Hess of Berks County is ill and unable to address this annual banquet. Consequently the members of the association will have to be satisfied with a substitute. In this address on juvenile delinquency, I plan to give straight facts and pull no punches.

Juvenile delinquency is not a problem limited to Pennsylvania; it is nationwide in scope, and according to the majority of reports, the increase in delinquency in some of the rural areas is higher than that in the urban areas. One of the reasons given for this difference is that in the rural areas the youth do not have the opportunities of constructive recreational outlets, and not much attention has been given to providing them. Automobiles have greatly facilitated transportation, making it possible for youth to travel greater distances in order to seek excitement. The lack of enforcement of certain regulations, especially those involving closing hours in road houses which sell liquor and those concerned with the motels which do not maintain very high standards, has made it much easier for people who wish to conduct illegal establishments, than if they attempted to conduct the same activity in well policed cities. In addition, many of the cities have marshalled their resources and are putting forth an intensive effort to do everything possible to provide constructive activities for youth.

Unfortunately, the emphasis on the problem of delinquency has been out of proportion. Percentagewise, real delinquent behavior is expressed in not more than three or four percent of the total juvenile population. However, the seriousness of the problem and

the amount of public interest causes this subject to be given major play in many newspapers and periodicals. As a result, there is a growing conflict between adults and youth. This is not healthy. The adults are looking upon youth with suspicion, expecting them to participate in delinquent acts; and the youth think all adults consider them delinquents. However, in truth, there is evidence that today we have in our cities and in our rural areas young people as fine as have ever been produced in our country. It is important that everything be done to reduce the emphasis on the negative acts of youth, and there be joint relationships between older and younger citizens in order to improve the behavior and moral standards of our community.

There probably have been more cubic feet of hot air and fewer pounds of energy expended by our citizenry, in general, toward improving the situation in preventing delinquency than on any other particular type of social endeavor. The reaction of the majority of adults is emotional; the "whipping post" and the "big stick" are the recommendations most frequently voiced. The motivation behind such expressions is not to correct but an attempt to "get even."

When we are faced with a blight in the areas of agriculture, animal husbandry, or forestry, there is both state and national concern relative to the cause and control of such a situation. This is easy to understand because it is possible to marshall a strong lobby when dollars and cents are concerned and possible income is threatened. Blight of a social nature, such as juvenile delinquency

does not have any national or state lobbies, consequently, it is very difficult to marshall interest in either its prevention or control. People fail to realize that although delinquency does not reflect an immediate loss of dollars. in long range, its cost is tremendous in terms of the destruction caused by vandalism, the expense involved in law enforcement, and in maintenance of correctional institutions. Many of the youngsters, if their patterns continue. will not only be a menace to society, but will be wards of society for most of their lives. It is important that our American standards which stress dollars be changed; we must begin to think in terms of people. Children are our most important resource. Automation and atomic energy have made a great contribution to our culture as well as to our protection, however, the finger which pushes the button is still the most important factor in our culture. The danger is in the finger and not in the instrument. We must have as many positive individuals as possible if our communities and our country are to survive and live up to standards, which have proven successful.

#### FACTORS WHICH CONTRIBUTE TO DELINQUENCY

It must be remembered that today's eighteen-year-old does not remember much before the period of World War II, which was a time of tension and strife. Even the youth older than eighteen remembers only the depression and the war. Frequently, the adults in our community forget our children never experienced the comparative complacency which existed in our country in the early 1900's or 1920's.

Since World War II, there has been an excessive amount of moving of families. This situation has crossed all economic lines. It has been the practice of business and industry to move personnel, especially the junior executives, following a policy of giving them

broad experience and training. Little attention has been paid to the impact on their families. Inmigration, especially in the cities, has also contributed to the problem of the instability of many families.

The moving to a new environment, new community, new schools, and new churches poses a threat to a child. It takes a very strong home for a child to survive an excessive number of moves. Therefore, the delinquency rate among the children who are moved about is much greater than it is for those who remain in one stable environment.

Likewise, there has been a further weakening in the home because many more mothers are entering gainful occupations. The United States Office of Health, Education and Welfare reports the number of mothers employed who have children under eighteen years of age has doubled since 1950. There is no substitute for the supervision of a good mother within the home, especially for younger children.

Very few adults realize what changes have taken place in terms of loss of employment opportunities for youth. These employment opportunities involve both the chance of securing odd jobs and permanent employment for the youth who is unable to continue schooling but is eligible for a working certificate.

Automation and inventions, although improving our standard of living, have cancelled jobs formerly done by young people. In many areas, newspapers are now vended by machines instead of the old-fashioned newsboy. However, the need of money has increased because all recreational activities are more costly. If a boy is unable to secure an allowance because of lack of funds in the family, and if he is unable to earn an honest dollar through work at odd jobs, he then frequently yields to the temptation of stealing. Society has likewise increased these temptations by the open merchandising methods in our stores which have cut down the expense of hiring

many clerks, but have made the possibility of theft twice as easy. The invention of high speed automobiles and attractive hub caps have further intensified the temptation for youth. There have been no attempts to provide honest work opportunities for our young people; we continue to hem them in by the progress of our culture. Youths basically, are not lazy. Experience in institutions where delinguent children are being detained has shown that many are anxious and willing to participate in constructive work. I have had the opportunity of supervising large institutions, and whenever volunteers were needed for any type of task there were always more responses than needed. Because of the absence of work opportunities the lad who is sufficiently lucky in securing work is frequently put under pressure by his friends, either for him to loan them money, or to spend money treating them; or because of jealously, he is jeered and criticized.

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#### EMOTIONAL DISTURBANCE IN DELINQUENT CHILDREN

There have been in both male and female children a noticeable increase in emotional disturbance. According to the psychiatrists it is very difficult to make a clearcut diagnosis because the symptoms of the emotional disturbances are not clear-cut. This is creating a serious problem, both in the cities and on a national basis, because the institutions for the mentally ill state that these children are not mentally ill and the institutions for the mentally deficient state that these children are not mentally deficient. Yet, when these children are placed in training schools which deal with the average delinquent they are definitely a disturbing factor to the other children and do not themselves receive any amount of help. This has created a real concern. People in the field feel that there undoubtedly is a real need for institutions to handle the emotionally disturbed child who has a delinguent pattern.

Often, a child who has some degree of mental deficiency becomes a prey for children of normal intelligence. The worst combination which can be found in the community or in an institution is a combination of the mentally disturbed and mentally deficient children. The mentally disturbed child thinks up negative types of behavior, and the mentally deficient child, who does not have sufficient intelligence to evaluate such behavior, dumbly follows the orders of his friends.

#### TYPES OF DELINQUENT ACTS

Frankly, I am more concerned about the increased gravity of the acts committed by delinquents than the numerical increase. Today, it is not unusual to find a successful bank robber fourteen or fifteen years of age. Frequently, we have children under sixteen who are charged with homicide. Reducing the acts of violence against individuals and decreasing the seriousness of the crimes committed are the area in which greatest amounts of effort must be exercised.

#### ROAD MARKS IN DEALING WITH DELINQUENCY IN PENNSYLVANIA

The major road block facing the communities in our state in dealing with the problem of prevention and control of delinquency has been the failure of the State to accept its responsibility for providing adequate facilities for the delinquent, mentally ill and mentally retarded children with delinquent patterns. It is almost impossible to secure placement for the mentally ill or mentally retarded child, under the age of fourteen, in a State institution. As a result, children are kept months and sometimes a year at the Youth Study Center awaiting placement in a State facility. During the year 1958 approximately 6,000 bed days were used by children who had been committed to mental institutions but were held awaiting acceptance and transfer. There has been a serious

lack of State planning in providing training schools. There are approximately 600 fewer beds today than existed in 1945 in the three larger institutions handling delinquent children. This drop in the number of institutional beds has occurred although the rate of delinquency has increased since 1955 and the number of children in the age of 17-18 has increased. This is not to be taken as a criticism of the three institutions. They have torn down buildings which have been unsafe and have reduced the cottage load in order to improve the program. Likewise, this is not a reflection on the current State administration because this condition has been in effect for years. There has never been a sincere interest in providing adequate state services for children with serious behavior problems; for example, there are only seven states in the United States which have only one state owned institution and Pennsylvania is one of them.

#### STEPS NECESSARY TO IMPROVE SITUATION

It is important that the citizens of the State of Pennsylvania reevaluate their ideas of priorities and reach a firm decision as to how far below highways should be the services for delinquent, mentally ill, and mentally retarded children.

In order to catch up on this particular problem, we must have a crash program so that a maximum number of beds can be made available in a minimum amount of time.

It is necsssary that there be a reevaluation of the central service within our state in order to provide sufficient personnel and funds so that the total program of the state can be coordinated and long-range institutional planning can be made possible.

It is important that those handling the problems relating to the mentally ill and mentally retarded, in addition to providing additional space, reevaluate their services so that the delinquent pattern which appears in many of the cases will not act as blockage in their acceptance for institutional

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The stressing of the need of institutional services in no way lessens the importance of good probation services throughout our state. The institutions are a tool for the judges and likewise for the probation officers, but the institutions themselves will not work effectively unless there are good probation services available in the community and good after-care supervision when the children are returned to the community.

#### RESPONSIBILITY OF INDIVIDUAL MEMBERS OF THE ASSOCIATION

The members of this Association represent experts in the field of delinquency. Therefore, each one of us must accept our responsibility of informing all the citizens within the community relative to the need of services for these children. We are looked upon as individuals with factual information and we should support the need in a frank and honest manner. It is important that we take an inventory of our philosophy in order to find out if we are interested only in ourselves and in our jobs, or if we are interested in children and people at large.

Citizen action in a democracy is the only method of making progress. Citizens must be informed. Many groups such as fraternal organizations, churches, civic, and service clubs are willing to participate if they have some guidance. You represent the guides.

#### RESPONSIBILITY OF THE STATE ORGANIZATIONS

There is always strength in unity, and the Association which we represent is the only organization of our state which covers all types of correctional service. By having a strong state organization, we will be able to speak with authority when the legislators and officials of our state consider this problem. United efforts will produce the much needed services.

The Quarterly

CONCLUSION

When we speak about the "dedicated worker" some people sneer. In a group such as this I feel the words can be used with full meaning. If you will excuse me, I would like to give you the definition of a dedicated worker in our field, which I included in my Presidential address before the Congress of Correction in Chicago in 1957. It is as follows: A dedicated worker in the correctional field is one who has a sincere belief in his fellow men. He is not influenced by selfish motives, and does not seek praise or expect appreciation. He is conscientious in his search for the better ways to perform his tasks and gives unsparingly of his time. His evaluation of others is factual and impersonal, but with a warmth of human relationship. His aim in life is to build a monument of service which represents lives made happier and more fruitful as a result of his work.

I am sure that you are all dedicated workers and that you will become even more active in attempting to improve the program of dealing with delinquency in our State.

Wednesday, April 22, 1959 CONFERENCE REPORT

## General Session "PROGRAM IN THE JUVENILE FIELD"

#### **MODERATOR**

Lawrence R. Campbell Chief Probation Officer Carbon County Jim Thorpe, Pennsylvania

#### **CONSULTANTS**

Hon. J. Sydney Hoffman Judge, Municipal Court Philadelphia, Pennsylvania Clement J. Doyle Deputy Welfare Commissioner Department of Public Welfare Philadelphia, Pennsylvania

#### RECORDER

Marshal C. Jost Probation Officer Juvenile Court Media, Pennsylvania

Newly-elected Association President Campbell presided over this, the final session of our Annual Conference which convened in the Ball Room of the Benjamin Franklin Hotel in Philadelphia. The session commenced at ninethirty in the morning and was attended by approximately two hundred members. Following a brief welcoming and introductory remarks, Mr. Campbell introduced the first speaker of the session, the Honorable J. Sydney Hoffman, Judge of the Municipal Court of Philadelphia.

Essentially, Judge Hoffman enumerated the problems confronting the Philadelphia Juvenile Court as they compare to and differ from problems of other county juvenile courts. He cited specific examples of these problems and then advanced methods and "suggested panacea" that Philadelphia has applied and is considering in an effort to resolve these problems.

Judge Hoffman felt that Philadelphia and other larger cities have to deal with problems of a greater number and magnitude than do juvenile authorities in the smaller, less populated counties. As an example, he cited the fact that the latter may concern themselves primarily with hand-



Presiding at the General Session of April 22nd: Program in the Juvenile Field are, left to right: Marshal C. Jost, Recorder; Lawrence R. Campbell, Moderator; and Speakers Hon. J. Sydney Hoffman and Clement J. Doyle.

ling motor vehicle violations; in Philadelphia, on the other hand, it is not uncommon for a judge to hear eighty or more cases daily, representing every conceivable type of offense and violation. He stressed the already large, and alarmingly increasing, number of crimes of viciousness - horrible and unprovoked assaults, sex crimes and others. He further emphasized the fact that this staggering work load, coupled with the limitations in placement facilities, is extremely detrimental to the effectiveness of the court. Pennsylvania, he stated, is very lax and deficient in providing facilities to accommodate and care for delinquent children who are emotionally disturbed, retarded or psychotic—the very factors which in large measure often contribute to the child's delinquency. Although the Pennsylvania Industrial School has a "wonderful" and very adequate training program for the rehabilitation of the more "normal" young offender, it is neither intended nor staffed to handle effectively these acute emotional problems.

What is Philadelphia doing to contend with and hopefully to resolve some of these problems? He cited Philadelphia's newest facility, the Youth Rehabilitation Center which opened its doors only this month, created to implement the probation department of the court by providing a temporary living-in arrangement—including both schooling and working facilities—for the child who for one reason or another has not responded to probation supervision. Also, he mentioned Philadelphia's

highly renowned and beautifully equipped Youth Study Center which serves the court as a detention center pending study and hearing.

hearing. What are Philadelphia's longerrange goals and aspirations? Although the probation department is doing a noteworthy job, he felt that the system should be analyzed and possibly revised to include: (1) reduction of officer's present unmanageable caseloads. sometimes reaching two hundred cases; (2) increasing salaries; and (3) increasing personal and educational and specialized training, perhaps going beyond the nowrequired college education. In addition, he proposed more thought and planning into the value and necessity for public work camps, psychotherapy available in public school systems, re-evaluation of school laws, and creation of a public agency or staff organized exclusively to help children and young adults find employment when continued schooling is not indicated or desired. In closing, he stated that Philadelphia would continue to experiment and crusade to work toward solutions and to promote our goals and needs to the public.

Mr. Campbell then introduced Mr. Clement J. Doyle, and his talk was, likewise, thoughtfully prepared and thought-provoking.

In highlight, he began with two observations: (1) the problem of delinquency among juveniles is largely a resultant of deficiencies in the community; and (2) many youngsters have never had the benefit of limit-setting authority from their parents. He stated

positively that we have many ideas regarding methods for coping with these problems and deficiencies, but that it "costs money" to initiate and test these methods. He felt that it is our

job to convince the community how much, in dollar and cents, our programs and methods are worth. We must convert public opinion into monetary means.



Participants in the General Session of April 22nd, Subject: Program in the Juvenile Field.

Left to right: Harrison Hobson; Sgt. Walter Barford; Maj. Edmund H. Lyons; Gerald Santo; and Capt. John Clark.

Wednesday, April 22, 1959 CONFERENCE REPORT

#### "A DEMONSTRATION OF THE PRINCIPLES OF CONFERENCE LEADERSHIP"

#### CONFERENCE LEADER

Major Edmund H. Lyons Training Officer Philadelphia County Prison System Philadelphia, Pennsylvania

#### **PARTICIPANTS**

Gerald Santo Administrative Assistant to the Superintendent Philadelphia County Prisons Philadelphia, Pennsylvania

Philadelphia, Pennsylvania
Sgt. Walter Barford
Philadelphia County Prisons

Philadelphia, Pennsylvania

Philadelphia County Prison,

Captain John Clark

Holmesburg

Harrison Hobson Supervisor of Classification and Counselling Philadelphia County Prisons Philadelphia, Pennsylvania

RECORDER

Harrison Hobson
Supervisor of Classification
and Counselling Youth Rehabilitation
Philadelphia County Prison
Philadelphia, Pennsylvania

Major Lyons explained, in his introductory remarks, that the purpose of this panel was to demonstrate a method of conference leadership. Method of presentation was the focus, rather than context of the material presented.

A conference was defined by the panel as an informal meeting of a small group of people with a common interest meeting under the guidance of a designated leader to pool information and to stimulate creative thinking. It is the pooling of experiences by persons, who, through knowledge and training, are capable of analyzing the problem being discussed. It is a method to develop an understanding of a problem and to reach agreement as to the action needed. The results of a conference should be clearly stated and should be the impetus to commence action on the matters agreed upon.

The panel selected as a topic, "The Employees Performance Rating". Each of the participants represented a supervisor in an administrative setting. The group had come together to discuss performance ratings in an effort to arrive at conclusions as to the most effective use of these ratings. All members of the panel made worthwhile contributions to the discussion.

The conference leader pointed out that a leader, in his planning, should know when to call a conference. A brief statement of the topic to be discussed should be displayed in a prominent place before the group. A blackboard or chart is very helpful, and as salient points are made they should he listed. It is the responsibility of the leader to lead the discussion from points of general interest to specific conclusions. All members of the group should be encouraged to participate in the discussion. More aggressive participants should not be allowed to dominate the discussion; more retiring participants should be encouraged to state their points of view. Before concluding, the decisions agreed upon by the group should be clearly stated.

Members of the panel felt that effective conference leadership is a valuable tool in the field of probation, parole and correction, since decisions in many matters are often the result of group opinion and experience. The parole or probation officer may use the conference effectively with other parole or probation officer in solving problems common to the group, or in interesting the general public in parole matters.

#### **PEOPLE**

#### OBITUARY

Miss Jessie Holtzman, age 60, died March 15, 1959, in the Carlisle Hospital after a brief illness. Miss Holtzman had been in service in Cumberland County since January, 1920, having served in the Probation Office since 1932. She was acting Probation Officer from January, 1948, until January, 1951, when she was made Support Officer and Assistant Probation Officer.

She was a member of the Pennsylvania Association on Probation, Parole and Correction and the National Probation and Parole Association.

Miss Holtzman will be remembered for her devoted and sincere work in the field of correction.

#### RETIREMENT

On July 1, 1959, Miss Grace D. Woodrow retired from active service with the Board of Parole, after continuous service of over 16 years with that agency as Parole Agent in the Pittsburgh district office. Miss Woodrow has been a most active member of our Association and it is hoped that she will continue her interest.

The Association wishes Miss Woodrow success and happiness for the future and extends its appreciation for her service to us.

The correctional officer has in the conference a valuable method of seeking the best solution to the problems he meets daily.



Past President's Citation and Award being presented to Paul J. Gernert by John Lawson at the Annual Banquet of the Association April 21, 1959. In background is speaker of the evening, Dr. E. Preston Sharp.



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PAST PRESIDENT AWARD. On March 19, 1959, Dr. E. Preston Sharp, Director of the Youth Study Center in Philadelphia, received a citation and certificate for past service as president of the Pennsylvania Association on Probation, Parole and Correction from Paul J. Gernert. (Photo by courtesy of the Philadelphia Inquirer.)



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> Pittsburgh Piping & Equipment Co. 158—49th Street Pittsburgh

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