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The Pennsylvania Probation and Parole Quarterly

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ASSOCIATION ON PROBATION AND PAROLE

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THE PENNSYLVANIA ASSOCIATION ON PROBATION AND PAROLE

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PENNSYLVANIA PROBATION AND PAROLE QUARTERLY

Official Publication
Of The Pennsylvania Association On Probation and Parole

The Pennsylvania Probation and Parole Quarterly is published and distributed jointly by The Pennsylvania Association On Probation and Parole and the Institute of Local Government of The Pennsylvania State College, State College, Pennsylvania. Members are urged to send articles and news notes for the Quarterly to Mr. William Gladden, Juvenile Probation Officer, Courthouse, Uniontown, Pennsylvania.

QUARTERLY COMMITTEE

Mr. William Gladden, Chairman, Juvenile Probation Officer, Uniontown; Mr. Wilson J. Rhoades, Adult Parole and Probation Officer, Beaver; Mr. Frederick K. Johnson, Institutional Representative, Pennsylvania Board of Parole, Harrisburg; Mr. Harry J. Cancelmi, District Supervisor, Pennsylvania Board of Parole, Pittsburgh.

The Pennsylvania State College
Institute of Local Government
H. F. Alderfer, Executive Secretary

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Greetings From President Tibbetts

"These are trying times and probation and Parole workers have greater opportunities today than ever before," Paul W. Tibbetts, president of the Pennsylvania Association on Probation and Parole, declares in a greeting to the members of the state association. Mr. Tibbetts' statement follows:

GREETINGS:

"It is an honor to have been elected as president of the Pennsylvania Association on Probation and Parole to assist you in this, the twenty-fifth anniversary of the organization. During that period we have had an encouraging growth and now have the largest membership in our history. From the interest shown in our last conference, our membership should be considerably increased during the next twelve months.

During these days of world chaos, we find ourselves confronted by more complex and perplexing problems. The many current war factors are having an impact upon the youth of the country, and we in the correctional field need now to rally all our forces to work together for a more integrated planning in the administration and treatment of delinquents.

I need not tell you that the average adolescent today is receiving less parental care and affection, as well as less moral and spiritual guidance, than formerly. That in itself challenges our best thought and skill, not only to inculcate into the lives of youthful delinquents the need for rightful living, but for us as correctional workers, the need of Divine guidance in the supervision of, and setting the example for those who come under our care.

As there are unlimited opportunities for work in the behalf of these offenders, I strongly urge that each member, during the coming year, carefully explore himself to determine whether he is giving his best towards the moulding of character and the rehabilitation of the delinquents who may come under his guidance."

Paul W. Tibbetts,
President

Quarterly Makes Its Bow In This Issue;

Dr. Reinemann to Aid in Editorial Task

The Pennsylvania Probation and Parole Quarterly again appears, its demise about one year ago being an untimely ending to a valuable probation journal, President Paul W. Tibbetts of the state Probation and Parole Association told his executive committee in Harrisburg on November 15.

In Mr. Tibbett's corner of the meeting and aggressively sponsoring the rebirth of the Quarterly was Dr. J. Otto Reinemann of Philadelphia. Dr. Reinemann agreed to assist the Quarterly staff by contributing various articles of importance and interest and acting as the eyes and ears of the Quarterly in Philadelphia.

Plans were then made, with Dr. H. F. Alderfer of the Pennsylvania State College, agreeing that his school would print the Quarterly. In charge of the assembly of material and preparation of the Quarterly were named William Gladden, Fayette County; Wilson J. Rhoades, Beaver County; Frederick K. Johnson, State Parole Board, Harrisburg; and Harry J. Cancelmi, State Parole Board, Pittsburgh.

The results of the first effort are to be seen on the pages of the Quarterly. While the printing was being done by mimeograph and the facilities of the Penn State College department were unknown to the struggling journalists, we feel that a job has been done which answers the purpose of this first issue. Improvement will follow.

:To Appear Every Three Months:

The Quarterly will appear again under the date line of April 15 although copies will be in the hands of the officers, courts, and interested persons by April 1 so that the news of the approaching 1945 convention at Lancaster can be studied. As a committee we can only answer as to publication date up until the Lancaster convention although it will be our recommendation that the 15th date of each third month will be adhered to religiously in the succeeding publications.

A successful Quarterly does much in the advancement of Probation and Parole methods, materially assists in the education of the public by circulating among lay friends of the association, and is the means whereby Probation and Parole officers are kept constantly alert mentally to new movements, thoughts, ideas and techniques in the field of correctional work.

Hence we both point with pride at this time and beg your indulgence where the critical eye detects a flaw. We hope to improve.

William Gladden, Committee Chairman,
Fayette County.

Legislative Committee

Edgar Barnes

At a meeting of the Executive committee of the Pennsylvania Association on Probation and Parole held November 15 at the Harrisburger Hotel, Harrisburg, Paul W. Tibbetts, president of the Association, named a five man committee with instructions to the committee to follow the new legislation introduced pertaining to probation and parole during the new session to begin in January of 1945.

The committee members are Edgar R. Barnes, Lancaster, chairman; Henry Lenz, York; Claude E. Thomas, Scranton; Walter Rome, Pittsburgh, George J. Weaver, Harrisburg.

Chairman Barnes, realizing there will be many important bills presented during the coming session, this being particularly true in regard to Juvenile Delinquency, has called a meeting of his committee for the early part of January. At this time, he hopes to be able to learn about some of the proposed legislation and plan the work accordingly.

The committee will welcome any suggestions from any members of the organization concerning new legislation pertaining to Juvenile Probation and Parole.

Congratulations, Dr. Sharp

Members of the Pennsylvania Association on Probation and Parole congratulate Dr. E. Preston Sharp, until recently superintendent of the Pennsylvania Training School at Morganza, who has been elevated by Governor Edward Martin to the post of Director of Community Activities, Department of Welfare.

In announcing the appointment of Dr. Sharp, the governor stated that the new post would make it possible for Dr. Sharp to aid juveniles throughout the entire state. The state chief executive also disclosed that his office was aware of the excellent work done by Dr. Sharp as superintendent at the Morganza school. The new duties will deal mostly in the field of juvenile delinquency prevention.

Dr. Sharp was president of the Pennsylvania Association on Probation and Parole for two years, his term expiring at Philadelphia last April. His home is in Pittsburgh.

COMMEMORATING A PENAL REFORMER: TERCENTENARY OF WILLIAM PENN'S BIRTH

Penn Interested In Criminal Law and Procedure: Knew Horrors
Of English Prisons, Having Been Behind Bars
Because Of Debt; In Founding Pennsylvania
Reduced Number Of Crimes Punishable
By Death; Made All Prisons In New
Colony Workhouses

John Otto Reinemann
Municipal Court of Philadelphia

In October 1944, our Commonwealth of Pennsylvania, together with her neighbor states New Jersey and Delaware, led the nation in celebrating the 300th anniversary of William Penn's birth. Penn was commemorated as a humanitarian, a religious leader, a great statesman and public servant, a fighter for civil liberties, a founder of the Commonwealth of Pennsylvania, his "Holy Experiment", a planner of the City of Philadelphia, his "City of Brotherly Love".

It was a fitting occasion for us who are engaged in correctional work to pay tribute to him as a penal reformer. His interest in criminal law and penal treatment can be traced back to two sources: As a member of the Religious Society of Friends (Quakers) he believed in the dignity of the human personality. Then, to him prisons and their administration were not a theoretical or far-removed matter, they were actual experiences. He was imprisoned several times in his younger years on account of his religious convictions which were not in conformity with the tenets of the established Church of England. And in his age he was in jail for debt. Thus as a prisoner himself, he lived through the horrors of English prisons of the 17th century, and witnessed the overcrowding, the indiscriminate herding together of young and old, men and women, tried and untried, sick and well, the lack of sanitation, the enforced idleness, the privileges granted to those who were able to pay the jail warden.

Two Outstanding Contributions:

There are particularly two outstanding contributions of William Penn to penal reform. In his "Great Law" for the government of Pennsylvania, adopted in 1682, he reduced the number of crimes punishable by death to two, namely murder and treason - and that at a time when in England some two hundred types of offenses called for capital punishment. Although after his death there were temporary relapses into harsher attitudes, Penn's humanitarian principle of substituting imprisonment and fines for capital and, to a certain degree, for corporal punishment, finally became victorious.

The second progressive contribution William Penn's is to be found in article X of the "Laws Agreed Upon in England", appended to the Frame of Government for Pennsylvania in 1682, which provides that "all prisons shall be workhouses for felons, vagrants, loose and idle persons, rakes and loafers". Thus the idea of prison labor was first introduced. It was also proclaimed that "gaolers shall not suppress their prisoners" and that prisons should be run at public expense and no fees exacted from the incarcerated.

Penn Made History:

Several years earlier, in England, William Penn had made history in the annals of Anglo-Saxon Criminal Procedure and of civil liberties on the whole. In 1670, he and his friend William Mead, were accused of having violated the "Conventicle Act" which intended to suppress all religious meetings conducted in any manner other than according to the practice of the Church of England. When the Quakers found their meeting houses closed by soldiers, Penn began to speak on the street in front of the Meeting House, and he and Mead were promptly arrested. William Penn who had studied law defended himself and his friend well; but the prejudiced judge had the

prisoners illegally removed to the "bale-dock" from where they could neither see nor hear the jury. The jury found the defendants not guilty since the assembling and the speaking had occurred on the street and not in any conventicle or meeting house and, therefore, no law was transgressed upon. The judge tried to intimidate the jury and to direct them to bring in a verdict of guilty. When the jurors refused, the Court fined the jury and, for non-payment of the fine, sent the jury to jail along with the defendants. Penn exhorted them not to give away their rights and privileges, and so the jury still refused. Finally, the case was appealed and the decision, famous in the history of British law, was rendered that "no jury could lawfully be fined for its verdict". Thus, the fundamental rights of the jury were preserved due to the valiant fight of William Penn who had spoken not only in his own defense but as a protagonist for civil liberties, and due to the strength of conviction and the courage of his peers, the common Englishmen who were members of the jury.

In these days when a gigantic war is being fought against the dictatorship, oppression and lawlessness, it seems appropriate to remember these quotations by William Penn on Government: "Any government is free to the people under it, whatever be the frame, where the laws rule, and the people are a party to those laws; ... for liberty without obedience, is confusion, and obedience without liberty is slavery".

(Source material)

- Beatty, William Penn as Social Philosopher, Columbia University Press, New York, 1939;
- Jorns (translated by T.K.Brown), The Quakers as Pioneers in Social Work, Macmillan, New York, 1931;
- Price and Yarnall, William Penn, published by the Religious Society of Friends, Philadelphia, 1932;
- Teeters, They Were in Prison, Winston, Philadelphia 1937.

Philadelphia Grand Jury Investigates Juvenile Delinquency Causes

J. O. Reinsmann,
Municipal Court, Philadelphia.

The November Grand Jury of Philadelphia County was requested by Honorable Harry S. McDevitt, President Judge of Common Pleas Court No. 1, to investigate the juvenile delinquency situation in Philadelphia and to make recommendations towards the solution of this problem. The Jury, consisting of six men and thirteen women, started its work on November 6th, and on December 18th made its final presentment covering seventy pages.

During this period, a large number of expert witnesses was heard. They were men and women from the Crime Prevention units of the Bureau of Police, the City Department of Welfare, the Board of Public Education, and recreational, health, and social agencies. Joseph A. Davis, acting Director of Probation of the Municipal Court, testified for over two hours. Honorable Nochem S. Winnet, Judge of the Municipal Court and Secretary of the Pennsylvania Council of Juvenile Court Judges, was heard in his capacity as Chairman of the Crime Prevention Association. Judge McDevitt himself appeared as the last witness before his own Grand Jury, thus setting a precedent in Philadelphia court history. First Assistant District Attorney John A. Boyle who assisted the Jury in the probe stated that this investigation aroused more public interest than any other during the last twenty years.

:Many Groups Cooperate:

Many professional and civic groups and interested individuals sent statements and recommendations to the Grand Jury. Editorials and letters to the editor of the daily newspapers dwelt on the subject. The jurors, not satisfied with hearing witnesses and reading statements, visited night clubs, "juke box joints", tap rooms and dance halls, in order to get a first-hand picture of the entertainment spots frequented by youngsters.

Considerable discussion centered around the advisability of recommending a city-wide curfew for children under a certain age after a certain hour. At present only a so-called "unofficial curfew" is enforced in the center area of the city; this measure has worked out very successfully due to the alertness and the forceful though human attitude of policemen and policewomen of the Crime Prevention Units. Judge McDevitt had previously suggested to City Council to enact a city ordinance establishing a city-wide curfew as the best means to combat juvenile delinquency. "The Evening Bulletin" conducted a poll among young people between 14 and 20 years of age and among adults, regarding the curfew proposal. Fifty-four percent of the young people and eighty-three percent of the adults favored it. It was opposed, however, by many groups and obviously by the majority of the witnesses; Grand Jury hearings being secret, only the opinions of those witnesses who transmitted public statements to the

press at the time of the testimony could be learned. The main reasons against the curfew as mentioned, for instance, in a statement by the Philadelphia Chapter of the American Association of Social Workers, were its lack of enforceability and its purely restrictive and negative approach to this complex problem of delinquent children as well as its effect on the large majority of non-delinquent youths who would be made "delinquency-conscious."

:Four Recommendations:

The Grand Jury did not recommend a "rigid official curfew" and considered the present "unofficial curfew" as sufficient. It made the following specific recommendations:

1. Enactment of legislation to prohibit admission of children 17 years old or under to moving picture houses between the hours of 10:30 P.M. and 10 A.M.
2. Increase of the number of policewomen from ten to at least fifty and sharp increases in the number of policemen assigned to the Crime Prevention Bureau and to a special Negro detail.
3. A vast expansion of recreational facilities, particularly in the densely populated area bounded by Spring Garden Street and Lehigh Ave., and the Schuylkill and Delaware Rivers (in the north central part of the city).
4. Formation by the city of a permanent commission to consider all problems affecting children.

The Jury cites three causes as mainly responsible for the increase of teen-age delinquency during war times:

1. Poor housing and lack of recreational facilities in congested areas.
2. The influence of the war on the nerves of youngsters.
3. Luxury-loving working war mothers who permit their children to shift for themselves, and thus become what the jury called "latchkey children."

The Jury also noted that juvenile delinquency is to be found only among 2% of the city's youth; this, incidentally, covers all types of offenses including a great number of a very trivial nature. It also noted that obviously the steep rise in juvenile delinquency figures during the last four years has been halted, as the statistics of the Municipal Court and the Crime Prevention Association for the first eleven months of 1944 indicate.

It can be stated that the Grand Jury has done a good job; it has approached the problem as thoroughly as possible within the limited time, and with the view of making practical and constructive suggestions. To carry out the Jury's proposals, is up to the elected and appointed officials and to the community-at-large. Everybody concerned with the welfare of our youth wants to see the recommendations of the Grand Jury translated into practice soon.

Schools Vitally Interested In
Juvenile Delinquency Prevention

Harry J. Brownfield
Supt. of Schools, Fayette Co., Ga.

Never give up trying to guide the wayward youth into conduct more acceptable to society. They are at all times on the alert to make any changes in the school program that will bring about a better understanding between the youth and his teachers. When by some criminal act a juvenile comes before the court they still feel that the school has a responsibility to assist the court in working out the case in the best way for all concerned even though the act occurred outside the authority of the school. Unfortunately there are too many school officials who do not take this attitude but rather try to dodge this responsibility in which the school should at least always share.

When a boy or girl goes wrong it is a tragedy to any community. The court generally welcomes and many times requests the interest of the school in juvenile cases. In either instance the cooperation of the school should be readily forthcoming. After a child has been put upon probation, a supreme effort should be made by his teachers, his principal, and parents to understand and encourage him to be worthy of the second chance that the probation office has given him. Too frequently the child on probation or on parole becomes, in the eyes of those who should encourage him, a suspicious character to be watched. Every child wants to be understood and loved, and next to the parents the school has the best opportunity to do this. It is indeed a wholesome situation when the

juvenile court and its attaches join hands with the schools and cooperatively work together in guiding and directing children who are prone to get into trouble.

Whether we be parents, teachers, judges, probation officers, institutional heads or anyone directly or indirectly interested in the guidance of juveniles let us cease placing blame and continually work together in the interest of children who are finding it difficult to conform to society's regulations.

Pittsburgh State Parole Office

Covers Six Western Counties

Harry J. Canciani
District Supervisor

The Pittsburgh offices of the Pennsylvania Board of Parole are in the Law and Finance Building on Fourth Avenue. The men's division is on the eleventh floor, the women's on the fourteenth. The building is in the downtown district, one block from the Allegheny County Court House, which is connected with the County Jail by a Bridge of Sighs.

The Staff consists of a supervisor, an assistant supervisor, twelve men and two women parole agents, a telephone operator who also acts as receptionist, a statistician, a clerk, and eight stenographers. One parole agent is stationed at the Allegheny County Work House as Institutional Representative.

Eleven of the men are white, three colored. Twelve are married. The men range from 37 to 57 years of age. Among the foreign languages spoken by one or more members of

the staff are Italian, French, Russian, Polish, Czech, German, and Jewish.

:Five Have Police Experience:

Five of the men have had extensive police experience.. three probation officers and the assistant Chief Probation Officer of the Allegheny County Juvenile Court are members of the staff. Two agents came from the Allegheny County Department of Welfare. One was an insurance man, another an investigator. Several have had executive experience. Four are veterans of the first World War; one served in the Coast Guard in the present war. The women have had years of social service experience. All the staff with the exception of the clerical help are taking a twenty four week In-Service course under the auspices of the Public Service Institute of Pennsylvania. Weekly staff meetings are held during which problems of general concern are discussed.

The men cover six counties, the women sixteen. As of December 1, 1944, there were 756 white and 294 colored parolees receiving supervision, in addition to 92 men on parole to other states, receiving the same service. Three hundred and twenty-six white and 73 colored men are in the Armed Forces. While serving, their supervision by the Board of Parole is suspended. Upon their release, if their maximum sentence has not expired, they are required to report to their district office. The women supervise 66 in Pennsylvania and 7 in other states.

Five hundred and sixty seven white and two hundred fifty colored parolees live in Allegheny County. Those who live in

Pittsburgh are required to report in person unless special conditions make it impractical. For those whose hours of work prevent reporting during office hours, the office is kept open Wednesday evenings from 6 to 8 P.M. The men take turns in staying. The other parolees report by mail.

As parole agents are required to spend as much time as possible in the field, they are not able to interview all of the parolees who report in person. All parolees who want interviews, get them. Many whose behavior is in question are summoned to the office, interviewed by the Agent and often also by the supervisor.

:Each Parolee Interviewed:

Every parolee, when he first reports to the District office after his release, is interviewed, told of the rules of parole, their application discussed and particular attention paid to those bearing upon the situation which brought about the offense for which he was imprisoned. A check is made to see that his pre-parole plan for a job, home and sponsor is still available, and measures promptly taken if one or more features have changed. An effort is constantly made to make the parolee feel that reporting is not merely the presentation of a paper showing his place of employment, how much he earned and saved, absenteeism if any and the reason therefore, his signature and that of his sponsor attesting that he has obeyed the rules of parole, but to recognize that it is an opportunity to discuss their problems with interested persons, get help in meeting them, that aid is offered to help them in their rehabilitation.

In addition the work for the Board of Parole, investigations are made for the Pardon Board of Pennsylvania in the cases of those asking for pardon or commutation. The investigations of the proposed homes, jobs and sponsors, are similar to those made when applications are made for parole.

In the course of the study of the Facts of Crime, Judges, members of the District Attorney's staff, defense attorneys, police and detective officials, and witnesses are interviewed. Reports made by police officers, statements made by prisoners, and court testimony are studied.

Referrals are made to hospitals for medical and psychiatric cases. Case summaries are submitted. Invaluable contacts are steadily being made with personnel managers of large corporations and employers generally, in addition to clergymen, doctors, public officials, and many others, whose positions place them in especially favored positions, to be helpful to parolees.

An ever increasing use is being made of social agencies. It is recognized that without the fullest cooperation of the community that a large measure of the efforts made to effect a successful rehabilitation must fail.

CORRECTIONAL IN-SERVICE TRAINING IN PENNSYLVANIA

The In-Service Training Program for probation officers, parole officers, custodial officers and other employees in the correctional field is now in its sixth year. The Public Service Institute, a unit of the State Department of Public Instruction in Harrisburg, is in charge of this program. The newly appointed principal of the Public Service Institute, Wayne H. Prather, envisions a great future for in-service training in the field of control and prevention of crime and delinquency. Bruce C. Mellinger, adviser of the Public Service Institute, over a period of years has stimulated the interest in this new venture.

Since the inception of the program in 1939/40, 39 correctional training courses have been held in 14 different locations. This includes three advanced classes. The number of participants who have successfully completed these courses and have received certificates of attainment is approximately 800. Eight basic and two advanced classes are scheduled for the winter 1944/45.

The study manual "Principles and Methods in Dealing with Offenders", especially compiled for the Public Service Institute for these classes, has just been published in its second edition by the Pennsylvania Municipal Publications Service, 733 North Holmes Street, State College, Pa. Its material has been brought up to date by including new legislation and new book references; it also contains a detailed topical index.

STATE PAROLE BOARD SEEKS ADEQUATE CLASSIFICATION SYSTEM;
IN-SERVICE TRAINING CLASSES STIMULATE WORKERS

✓
Frederick K. Johnson
Institutional Representative
Pennsylvania Board of Parole

The present Pennsylvania Parole Board was created by the 1943 Pennsylvania legislature. Board composition was changed from five members to three members. Governor Martin appointed Major Harry C. Hill as chairman and Theodore H. Reiber as member. The third member has not been named yet.

Pennsylvania is indeed fortunate to have as members persons so competent and thoroughly experienced in the practical aspects of penology and parole. Major Hill came to the Board from the new Pennsylvania Industrial School at White Hill where he served as superintendent from the time of its opening in 1940.

Mr. Reiber has had over twenty years experience with parole at the Western State Penitentiary at Pittsburgh where he served as Parole Director and Social Administrator. Dr. G. I. Giardini, Superintendent of Parole Supervision, was the Senior Psychologist for the Western State Penitentiary for 13 years. He also conducted classes in clinical psychology at the University of Pittsburgh. Dr. Giardini in his capacity as an executive director for the Pennsylvania Board of Parole sets the standards for supervision, control and rehabilitation of parolees in Pennsylvania. His experience and ability have equipped him with a wide fund of knowledge in classification work. In addition he has that rare capacity to combine the theoretical and the practical in a way which creates administrative efficiency.

Adequate Classification:

The Institutional Department of the Parole Board is attempting to establish an adequate method of classification and preparation of applicants for State Parole from the county prisons. The workers in the Institutional Department interview applicants for parole some three months before their minimum sentence expires in order to analyze and evaluate their potentialities for parole. Simultaneously all applicants are registered with the various social agencies who have had contact with the applicant and his family, in order that a thorough investigation of home, work, and community relationships may be made available for Board action.

With the supervision and guidance of C. Boyd McDivitt, Secretary of the Pennsylvania Board of Parole, the Institutional Department is planning to extend home investigation activities and to interview prospective applicants for State Parole shortly after commitment to prison. This plan should enable us to become more familiar with the inmate's problems of adjustment and to direct his pre-parole activities in a way that will tend to bridge the gap between institutional life and adjustment on parole.

Parole officer's interest in their work has been stimulated by In-Service Training classes for correctional workers sponsored by Dr. Giardini and the State Department of Public Instruction. Dr. John Shearer, Senior Psychologist at Eastern State Penitentiary, is instructing parole officers in "The Principles and Methods of Dealing with Offenders". Modern methods of classification and parole supervision are taught and discussed. Specialists in various fields of social service are guest speakers and add greatly to the interest of these classes.

NEW BOOKS

Negley K. Teeters, WORLD PENAL SYSTEMS; published by the Pennsylvania Prison Society, 311 S. Juniper Street, Philadelphia, 1944.

This book is a survey of the penal systems all over the globe, including probation, parole and juvenile courts or their equivalents; it also contains a chapter on "Current Penal Philosophy and Treatment in the United States".

Louis N. Robinson, JAILS; John C. Winston Co., Philadelphia, 1944
This book describes, as its sub-title indicates, the Care and Treatment of Misdemeanant Prisoners in the United States. It points out and gives the reason for the shortcomings of the American county jail and makes a number of recommendations for the solution of this knotty problem.

Marjorie Bell (ed.), DELINQUENCY AND THE COMMUNITY IN WARTIME; Yearbook of the National Probation Association, 1790 Broadway, N. Y., 1943
This is a compilation of papers read at the 37th Annual Conference of the Association in St. Louis in April 1943, and at other conferences; among other topics covered, it includes articles on "Wartime Changes in Probation and Parole", "The War and Juvenile Delinquency", "Psychiatric Studies of Juvenile and Adult Offenders"

Anna Freud and Dorothy T. Burlingham, WAR AND CHILDREN; International University Press, New York, 1944

First book to describe the immediate impact of total war upon children in England. It is based upon experiences by Anna Freud, daughter of the late Sigmund Freud, and Dorothy Tiffany Burlingham, American psychologist, who during the past four years have been operating the three Hampstead Nurseries for the Foster Parents' Plan for War Children in England

THE PROBLEM OF THE CARE AND DISPOSITION OF THE FEEBLEMINDED, EPILEPTIC AND THE DEFECTIVE DELINQUENT; published by the Municipal Court of Philadelphia, 1944

This is a report of a special committee of professional and lay people appointed by Hon. Charles L. Brown, President Judge of the Municipal Court of Philadelphia; it contains the findings of a number of sub-committees, a statistical analysis of 820 cases of children committed to institutions for the feeble-minded, etc., but not admitted due to lack of vacancies, and makes recommendations to the Governor, the Legislature and the community as a whole towards a solution of the problem which is particularly acute in Philadelphia and its adjacent counties.

WHAT ABOUT THE ADOLESCENT IN THE POST-WAR WORLD?

Robert C. Tabor, Director
Division of Pupil Personnel and Counselling
Philadelphia Board of Education

(Excerpts from a paper read at the National Conference of Juvenile Agencies in New York City, October 14, 1944)

Since 1940, nearly one out of every four senior high students has dropped out of school to take jobs. For the nation, as a whole, more than one million boys and girls have quit school. More youngsters now command wages out of all proportion to their normal earning capacity. A retarded girl, who in peace time, might earn \$5 to \$10 a week as a domestic, is now earning \$30 to \$50 a week. Newspaper ads such as "No experience necessary, earn while you learn, appear daily.

Jobs almost grow on trees with the result that when the going gets a bit tough, youngsters can readily change jobs. As one boy who had changed jobs fourteen times in eleven months put it, "Sure I'm quitting this job after two days of it. They hollered at me and I ain't gonna be pushed around by nobody, not while I can get a better job with more pay." Job turnover for Philadelphia youth was four times greater in 1943 than in 1939.

We can't very well blame youngsters for succumbing to the lure of easy money. Nor can we blame them for having a distorted notion of what it means to earn a living and hold down a job. But what will become of them when they are obliged to compete for jobs in the face of priority for the thirty million veterans and war production workers who will be seeking peacetime jobs? Employers are frank in saying that they will be obliged to discharge boys and girls and to raise job requirements to prewar standards. The most optimistic of forecasts has indicated substantial unemployment during the reconversion period. Any curtailment of jobs

is bound to strike inexperienced and immature teenagers the hardest of any group with the exception, perhaps, of the physically handicapped.

Solution Simple??

To the casual observer, the solution is a simple one-- send them back to school. But, are they likely to take up where they left off? No, the years or even months of excitement on the job and the taste of independence can't be suddenly erased. The clock can't be turned back. We can't treat them as youngsters.

Nor is the problem confined only to youths who have left school prematurely. In a survey of our high schools we found that from 15% of the students in our girls' schools to 65% in all boys' school were working after school and earning from \$2.00 to \$60.00 a week. We estimate that our students earned five million dollars in the course of forty weeks in the school year ending last June. They, too, have tasted financial as well as psychological independence. The easy money jingling in their pockets has been an "open sesame" to the excitement of commercial amusements. What will they do with their leisure hours when part-time jobs all but disappear and they are dependent upon their families again for their weekly allowance -- families who also may be suffering from the ravages of unemployment?

And what is to be the lot of the million students who have persisted with their education and who will graduate during the reconversion period when jobs will be at a premium? Are closed doors to be their reward for heeding the advice to continue with their education?

During this period of full employment, our record of work permits in Philadelphia reveals that jobs for Colored youth have increased 3,000% as compared to 1,000% for white youth. It

is unlikely that our Colored boys and girls will give us these gains willingly. The seeds for more racial tension are now being sown.

Delinquency Follows Dislocation:

All of us who are working with juveniles know that dislocation and insecurity are accompanied by delinquency and crime. We know that youth can't be expected to live in a vacuum -- that disrupting their lives at this very crucial state in their development may be catastrophic. Yes, the signs of trouble ahead are unmistakably clear. We realize that millions of young people will face chaos and be left to flounder unless immediate measures are taken to safeguard their interests. The postwar upheaval of youth will overshadow the present wave of delinquency which has aroused nation-wide concern. But delinquency will not be the only by-product; restlessness, instability, frustration and neurotic behavior will characterize a disproportionate number of our youth.

There are no sulfa or penicillin miracles to come to the rescue. But that does not mean we have no resources at our command. I am convinced that we can cushion the blow if we mobilize our forces swiftly and boldly. Among the many steps which should be taken, I believe the following are fundamental.

1. A retraining program for peacetime occupations

Since 1940 our schools throughout the nation have trained over nine million persons for war production. We can, likewise, retrain for peacetime occupations but not without the same federal financing which made our present program possible. Youth will not be satisfied with our traditional academic program. Only specialized training will engage their interests and serve their needs.

2. An extended School-Work Program

The value of combined school and work has long been demonstrated at the college level. During this war, thousands of boys and girls have been engaged in such a program with very gratifying results. Adolescents who had been chronic truants and indifferent to studies, have found a new meaning in their courses because they have been related to their jobs. For years, as educators, we have placed the greatest emphasis on mental achievement and paid only lip service to educating youth for life and living. Once we believe in the value of combined school and work experience we can convince labor and industry that they share a more active responsibility in the education of our boys and girls. When business has regained its stride, we can, I believe, secure their cooperation.* *Fewer will fall by the wayside if the transition from the protected atmosphere of the classroom to the rigorous demands of a job can be facilitated by practical experience.

3. A Work Program under School auspices

During the transition period, we must be prepared to take up the slack with a work program, but it must be free of the made-work stigma. If it can be tied in with our schools and universities, purposeful work can be dovetailed with a training program which prepared for earning a living, not for a dead end. But again, educational funds are limited, and federal assistance will be required. However, the work-training programs should be locally, not nationally administered.

4. An expanded school counseling service

Boys and girls who have been in dead-end jobs or who have worked in occupations in which they cannot successfully compete when manpower is plentiful, must find their ways anew.

Adequate counseling assisted by psychological services can avoid the lost motion and frustration of the trial and error method. In-school youth, who will likewise be groping for new channels to satisfy the needs set into motion by the war, will require individual help. Too many of our youth have drifted aimlessly in our schools, merely marking time until they reached the limit of the compulsory school age. Counseling is essential if our mass education is to become individualized. Through it we can prevent delinquency by nipping it in the bud--at its very beginning.

5. An After-School Recreation Program

Where will boys and girls turn for amusement when the money now so easily earned is no longer forthcoming? In most cities, our recreational facilities are grossly inadequate. In Philadelphia, this was clearly evidenced when we opened twenty-six school buildings for after-school recreation last April. In one center, 4,700 youths were registered and an average of one thousand a night danced to the tune of a juke box. Our teen-age canteens clearly demonstrated how schools can become a powerful and constructive social force in the community.

The NYA has been liquidated and there is no program to take up the slack. It will take months to secure appropriations and set up a program.

Our leaders will be struggling with many problems: returning veterans, making the peace, the reconversion of industry, etc., and Youth may well be lost in the shuffle.

No Youth Agency:

We have no national youth agency concerned with the over-all problems--no established organization to go to bat for them.

I do believe in the resiliency and capacity of youth to adjust, but they neither have the perspective nor the emotional stability to take things in their stride. Furthermore, they must have something constructive to which they may turn -- something to put their teeth into. We must give them underpinnings.

Their problems will begin with the wholesale termination of contracts, not when the war is over.

The program suggested is not all-inclusive nor is it new and startling. And yet, its adoption would prevent much of the irreparable damage to the morale and vigor of youth in the critical times ahead. The future for youth can be catastrophic unless those of us who are close to youth interpret the problem and muster the forces required to develop a vigorous and comprehensive program.

IS CORRECTIONAL INSTITUTION LAST RESORT FOR JUVENILE OFFENDER?

Elsa Castendyck, Director
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Increased knowledge of the dynamics of conduct gained during the past 25 years has led to the realization that the causes of delinquency are legion and that the specific offense - be it stealing, sex offense, or other types of aggressive behavior - is not an episode apart from but, rather, is the response to the inner drives as well as the outer stimuli affecting the individual. We now know some of the motivating forces affecting the behavior of the young delinquent is imbedded in the social fabric and that the understanding of the individual comes not only from knowledge of the individual in relation to himself, but also in relation to the experiences and circumstances that have characterized and been a part of his home and his community.

Viewed with this concept in mind our thinking regarding socially unacceptable and delinquent behavior on the part of children and young people takes on new meaning and significance. We seek the type of treatment suited to his individual needs. The correctional institution then takes its place as one of the resources that may be useful in providing the understanding and guidance needed to assure better social adjustment.

Although we have made some progress in the acceptance of this dynamic concept of behavior, I doubt if we can say that it has been accepted by the public as a whole or even the professions closely concerned and has been put into general practice in our courts and correctional institutions. The idea of punishment as a deterrent is still a potent force in determining the use of correctional institutions and, I regret to say, sometimes within the

institutions themselves. We need only to recall the extent to which the young delinquent is threatened with commitment to an institution if he does not mend his ways and the attitude of the public expressed in their unwillingness to provide adequate treatment resources in training schools and like institutions as evidence that this is true.

One of the inevitable results of this has been the stigma that is still attached to care in a correctional school. Social workers, judges, and individuals recognizing this hesitate to use this method of treatment and experiment with other methods of care until sending a youth offender to an institution does in fact become a last resort, rather than a purposeful plan.

Services Not Understood:

Another factor that has contributed to the last resort concept of institutional care is a lack of understanding of the objectives and the limitations of the programs and services they provide. Perhaps this has been due, in part at least, to the psychological and sometimes the geographic isolation in which they have operated. Because the founding of many of the training schools for juvenile delinquents preceded by several decades the development of broad community welfare programs, they have until comparatively recently functioned as agencies apart rather than as a part of community and State programs of public welfare. The recognition that the young persons in their care are in the main physically, emotionally, and socially immature and that their problems spring from the social fabric has led to closer identification of the training schools with the field of welfare, particularly child welfare, rather than adult reform. This is apparent in the trend toward closer identification of their administration with welfare programs.

Furthermore, increased services and better qualified social-work personnel on State and local levels has made possible closer working relations between the training schools, the courts, the home, and the community. This growing recognition on the part of the superintendents, boards of directors, and others concerned with delinquency problems of the need for integration of the work of the schools into the total welfare program has done much to break down isolation and build up a better understanding of the role of the institution.

Community Services:

This role is, of course, influenced fundamentally by the primary services in the community. The influence of the school, the church, and community health services are potent forces that enable parents to handle problems themselves rather than to turn to others. Case-work services by competent and well-equipped staff to children and young persons in their own homes may be a powerful influence in helping troubled parents and individuals with behavior and personality problems. The availability of other resources for treatment such as foster-home programs, psychiatric and psychological services directly affects the role of the institution. Unfortunately, many parts of our country - particularly in rural areas - lack these latter services. Services on a State level, especially other types of institutional care, lead to confusion in our thinking of the function of the institution and sometimes to pressure to accept for care individuals when the institution is not equipped to serve. If we add to these factors the important consideration of lack of understanding on the part of the community of the purpose and limitations of the institution and the fact that publicly supported institutions are usually given little or no opportunity to be selective in their intake and are virtually

obliged to accept those cases committed to them, we are impressed with the difficulties in maintaining a role that would offer much hope of achieving the objectives as already stated.

The role that the correctional school can play depends obviously, also, on the services it has to offer. We have often emphasized the advantages of a carefully controlled environment in which the values of group association can be modified and directed as required. Granting that this may have distinct advantages in the reeducation of some of the young delinquents, I think we often overlook the fact that these values are lessened or completely nullified if the institution does not have the services of a case worker who makes it possible to know the individual boy or girl, to understand his or her needs in relation to what the institution has to offer. This is because the problems of youth coming to the school are as diverse in character and extent as are the young people themselves. Adequate classification is difficult at best, and impossible if the institution does not have a social study of its charges before and during they are in their care.

An apparently obvious corollary to the above, sometimes overlooked, is the importance of having the understanding of the individuals in care extend to the entire staff responsible for dealing with them. This is essential if the program is to provide maximum individualization of treatment. With the present difficulties in obtaining even the minimum staff, this is probably a condition to be achieved rather than a reality in most institutions. Without a corps of workers who are in sympathy with the philosophy and methods of treatment and who have sufficient intelligence and basic education to deal with the day-by-day problems, there can be little hope of maintaining the desired character

and purpose of treatment.

Were it not for the fact that the quality and character of the medical program and the educational opportunities available determine to a considerable extent the type of the individual to whom the institution can be of service, it would seem unnecessary to mention this obvious factor in shaping the role of the institution.

Physical Aspects Important:

The physical aspects, such as buildings, grounds, and equipment of the institution provide the setting in which the program operates. Although they may influence the role it plays they are not the determining factor as is sometimes thought to be the case.

Let us now consider the individuals to whom the correctional institution may be especially helpful. Authorities responsible for the commitment of juvenile delinquents are frequently faced with the necessity of making a choice between various types of care. Granted that the youth must be removed from his or her home, shall it be to an institution or to a foster home, if the latter service is available. The choice is not always an easy one, and requires thought and wisdom if it is made in the best interests of the individual involved.

Agencies caring for dependent children have recognized that children who have had certain types of experience or in various circumstances are apparently given greater help in institutions than through treatment in a foster family home. Although no definite classifications can be made, certain criteria relating to age, family status and emotional experiences are generally accepted as indicating the type of care most likely to be useful to the child. Though these may be suggestive with respect to the

care of juvenile delinquents, the problems dealt with are so different in character and extent that they can not be considered valid to any considerable degree.

Experience and study have, however, provided us with a few guides in the selection of the type of care that is likely to be most useful in the treatment of the juvenile delinquent. Here is a boy or girl whose family and home life failed to give the strength necessary to withstand destructive community influences, and whose family relationships have been so traumatic that the development of emotional ties to anyone is impossible. The institution in which protection can be provided and whose impersonal atmosphere does not require emotional ties, offers more hope of meeting his or her needs than a foster home.

Others may be so aggressive and may have developed such antisocial habits that they need a place that stresses supervision and in which it is apparent that opportunities for delinquency do not exist. There are also cases in which the parents have been especially difficult and are the source of discouragement to the child or youth. An institutional staff can be expected to deal with the parents' interference with treatment more effectively than foster parents could.

On the other hand, for the child or youth already in a foster home the hoped for benefits of institutional care may be destructive if he is uprooted from a place where individuals are beginning to understand him and he has begun to establish relationships to them. We are aware of the values that come from group loyalty, from the sense of security and belonging arising from acceptance by the group that an institution can offer. Whether this type of care should be used for the child or youth needing these assurances in preference to a foster home will depend in a

larger measure upon whether opportunities for their development can be found in the community and the skill and patience of the foster family providing the needed care.

Quality of Service:

In the last analysis the choice of institution or foster home depends largely upon the quality of the service that is available considered in relation to the needs of the individuals. Institutions caring for children with behavior and personality problems, like those providing for dependent children, are finding that progress in thinking out which children the institution can help most successfully comes when both institution and foster-family care are considered together as resources and when both services have a high level of skill. A few training schools that have available both types of care are laying the groundwork for clearer definition of relative functions.

As we make further progress in defining the role of the corrective institution; in studying and evaluating community services and influences; in achieving wider acceptance of the fundamentals of human behavior; and in developing a balanced and integrated program of care, the corrective institution will become less and less a place of last resort for the juvenile delinquent. The responsibility for this lies not with the institution alone but with all of those concerned not only with the delinquent but with the welfare of all children. This is the responsibility of the whole community. Those working with delinquent and problem children and youth will have much to do with helping the community accept this responsibility.

WAR BOOSTS JUVENILE PROBLEM IN BEAVER;
THOUSANDS OF GIRLS ARE EMPLOYED

Paul H. Baldwin
Juvenile Probation Officer
Beaver County, Pennsylvania

It is probably news to some of our readers that Beaver County, Pennsylvania, ranks fourth industrially in the state of Pennsylvania and seventh industrially in the United States, and while the war has boosted industries in our county to a considerable degree, it has been primarily an industrial county for the last decade. Due to the fact that we border both Ohio and West Virginia, we have a considerable influx from both of these states to war industries, in Beaver County. This can probably be best visualized when we say that we have more than a dozen federal housing projects located in the county, in addition to government trailer camps..

As can be expected this influx of workers adds to the trials and tribulations of the Juvenile Probation office and the adult probation office in this county. Most of our factories are engaged in rather heavy work, such as the production of steel for all war purposes, in addition to which a fifty million dollar plant for the production of materials used in producing synthetic rubber is in full operation, and that in Ambridge there is a branch of the American Bridge Company which is building landing ships for tanks in large numbers, having already completed more than a hundred.

We also find that many of our young girls are allergic to brass buttons, as a result of which we have numerous hasty and ill-advised marriages and the problems that confront us shortly thereafter. Another main factor in our work at the present moment is due to the many instances in which both parents

are working in war industries, leaving the children to work out their own salvation - morally, mentally, and physically.

Thousands of Girls Employed:

Just now we have many thousands of young girls and older women working not only in plants such as the Propeller Division of the Curtiss Wright Company, the Babcock & Wilcox Plant, Jones & Laughlin Steel Corporation, the American Bridge Company, Koppers United, and dozens of others, but also actually doing men's work on the railroad, such as greasing locomotives, pounding ballast on the railroad tracks, and most any work which heretofore has been done by men. While this may be good for these women physically, it many times brings them into contact with persons whose own life has not been too exemplary, as a result of which our many taprooms are at night crowded not only with men but with women until as late as two o'clock in the morning.

The outcome of these conditions is that we have many, many calls arising from the neglect of younger members of the family, and the correctional problem is sometimes beyond our ability to solve. We cannot be too critical of the woman who wants to do her bit in the war effort, but at the same time we cannot condone the leaving of young children to shift for themselves while one or both parents are working. In many instances the problem is easily corrected by having a relative move in the home or some grown-up person to stay with the children while the parents are at work, or to try to have women put on strictly daylight shifts so that at least they can be home with the children at night. However, most of our industries work on swing shifts and the women and men both may be working practically all the night hour, during which time

they have little or no chance to observe where the children are or who they were with for many hours.

Recreation Facilities Lacking:

One of the contributing factors to delinquency in many quarters seems to be the lack of recreation facilities offered. Some of our housing projects have as many as 400 units without any provision for additional sports. They have, as a rule, a rather small recreational room where the children gather and play during the winter months, but no provision or suitable area is provided for playing baseball, basketball, football, softball, and other outdoor sports. None of them provide for swimming facilities. Frequently this leads to children hunting such facilities themselves, and in one instance we had a boy drown because he was bathing in the Beaver River because there were no provisions for a swimming pool.

Some communities have endeavored to solve the problem by setting up community social centers where they install a juke box and a milk and soft drink bar. This, under proper supervision is a worthy effort but the financial burden is probably more than the children themselves can undertake without aid from outside sources.

The prevention of delinquency among children is as much a challenge in our present generation as preventative medicine and should be a main topic for discussion at our next annual meeting by persons who have some concrete idea to present at the meeting.