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*-- The Quarterly --*

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The Pennsylvania Association  
on Probation and Parole

IN THIS ISSUE

45 Years of Juvenile Court in Pennsylvania

Salute to Pennsylvania Industrial School

Stern Survey of Probation in Commonwealth

Official magazine of The Pennsylvania Association on Probation and Parole

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# The Quarterly

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### SECOND SECTION—

Stern Surveys State Probation Facilities

## CLEARFIELD PROGRAM OUTSTANDING: FINE ATTENDANCE AT SESSIONS AND LUNCHEON

If you didn't go to Clearfield, you missed something. The meetings were good, the hotel was excellent and so was the food. Judge F. Cortez Bell and Ike Whitaker can brag from now on about the hospitality of Clearfield and the way that town does things. We won't say a word in dissent. We know it is true. Mrs. Florine Koegler, president of the association, was bubbling over with enthusiasm before the sessions ended.

"Just look at the people at the luncheon and our meetings," said the boss lady of the Probation and Parole Association.

"That's what you get at Clearfield," reminded Mrs. Helen McInteer, a native of nearby Dubois and former member of the probation staff of the Clearfield courts. Mrs. McInteer, presently a member of the Board of Parole staff in Pittsburgh, served as a member of the committee for the Clearfield meeting.

Historic old courthouse at Clearfield was the scene of the sessions during the day while the beautiful little hostelry, Hotel Dimeling, was the setting for the luncheon and in the evening a mountain lodge was the place where Clearfield citizenry entertained probation and parole people.

Heading the Clearfield committees were Judge F. Cortez Bell, president judge, and Chief Probation Officer Isaac Whitaker. Others on the committees included the following from Clearfield's probation staff, Mrs. Dorothy Johnston, Miss Julia Heagan, Mrs. Ruth Waite, George Lukehart and Commissioner Archie Hill, Controller, Herman McCloud, and Fred Mills, county detective. Others not from Clearfield County, who served on the Welcoming Committee, included Mrs. Helen McInteer, Board of Parole, Pittsburgh, formerly a Clearfield probation officer; Mrs. Leola Curtin, Board of Parole, Williamsport and Russell Ault, Board of Parole, Altoona.

The program was divided into discussion of the problems of the alcoholic led by Laurie Billstone, director of the Western Pennsylvania Committee for Education on Alcoholism and D. M. Frazier, Blair County representative of Alcoholics Anonymous. In the afternoon Dr. G. I. Giardini, superintendent of the Board of Parole's state organization, was chairman in a discussion of "Cooperation of Community Agencies in the Control of Crime and Delinquency."

Speakers included Walter C. Monaghan, sheriff of Allegheny County; Major W. F. Hoffman, commanding officer, Pennsylvania State Police, Greensburg; Fred Sweeley, president, Clearfield County State Educational Association; Ellis Boyer, executive director, Department of Public Assistance; Rev. Tolbert D. Hewlett, Presbyterian church, Clearfield, and the Rev. Father Martin N. Glynn, St. Francis Church, Clearfield.

Before The Quarterly is distributed throughout the state the eastern area institute will be history. It is scheduled for November 15 at the Hotel Easton in Easton.

Scheduled to participate were Mr. Billstone of Pittsburgh; Walter Smith, St. Luke's hospital, Philadelphia; Judge James F. Henninger, president judge, Allentown; Richard G. Farrow, Board of Parole, Harrisburg; Jacob A. Raub, Jr., district attorney, Easton; Lieutenant E. W. Faber, Pennsylvania State Police, Harrisburg; Samuel T. Rutherford, Easton; William H. Rindinger, Easton; John W. Anderson, Allentown, and Father Francis Barbato, Easton.

Local committee in charge includes W. H. Kinney, Juvenile Probation Officer, Easton; Charles F. Genter, Board of Parole, Allentown; Raven H. Ziegler, chief probation officer, Allentown; Ben N. Furmansky, board of parole, Allentown; Jane Taylor, probation officer, Allentown.

### AT CLEARFIELD PROGRAM



It was a happy time at Clearfield with an excellent program and here we find Mrs. Florine Koegler, president of the Association discussing the luncheon with Judge Mckendrick, (left), Isaac Whitaker, chief Probation Officer, Clearfield County (left) and President Judge Cortez F. Bell, Clearfield County (right). Judge McKeenrick, Cambria County, was the luncheon speaker.

## PITTSBURGH MEETING DECEMBER 9 INCLUDES JUVENILE JUDGES OF STATE, MARKS JUVENILE COURT BIRTHDAYS

Pennsylvania Association on Probation and Parole unites with the Pennsylvania Council of Juvenile Judges to celebrate two important dates in Juvenile Court history when the western area institute is held Thursday, December 9 at Webster Hall Hotel, Pittsburgh.

The two dates include the 45th anniversary of Juvenile Court in Pennsylvania and the 50th anniversary of the first Juvenile Court law in the nation.

An eventful program, which brings the juvenile court jurist and his workers together for a day of discussion and instruction, makes the Pittsburgh meeting on December 9 one of the most important of the year for probation and parole, the annual convention notwithstanding. Principal speaker is Walter F. Anderson, high officer in the International Police Chiefs Association, head, Bureau of Investigation of North Carolina and one who has been prominent in the study of juvenile problems. Also the United Nations may be represented to study Pennsylvania's juvenile program and to offer, as a contribution, the legal status of children throughout the world.

### Important Program

In announcing the Webster Hall program, Mrs. Koegler, president, has also released the program for the day which includes the regular regional institute sessions during the morning and afternoon with a special luncheon session, with Judge Gustav L. Schramm, Pittsburgh, presiding. At that time there will be awards made by the state association to men and women who have contributed time and effort to the cause of children and adequate juvenile court program throughout the state.

The joint meeting with Juvenile Judges is at 6:30 p. m. in the Imperial room of Webster Hall hotel. The evening's exercises will be broadcast from 8 p. m. to 9 p. m. direct from the hall by Station WWSW of Pittsburgh. Mrs. Koegler will preside and on the program are such personages as Mayor David L. Lawrence of Pittsburgh, Judge Woodside of Harrisburg, Bishop Dearden and members of the Allegheny County and community law enforcement officials. Judge Schramm will introduce the principal speaker, Mr. Anderson of North Carolina.

The December 9th sessions are first of a three day commemoration of these two great days in Juvenile Court history. On December 10, an open meeting is planned with visits by the Juvenile Judges to various institutions in the area such as Thorn Hill, Gumbert, the Pennsylvania Training School and others. On Saturday, December 11, a courtroom exercise is planned.

Webster Hall is reserving now a bloc of rooms for visiting Probation Officers and Parole Agents. Get your reservations in today.

## EDITORIAL

An unusual opportunity presents itself to the Pennsylvania Association on Probation and Parole on December 9.

The Association is privileged to join with the Council of Juvenile Judges of Pennsylvania in a portion of the program commemorating the 45th anniversary of Juvenile Court in Pennsylvania and the 50th anniversary of Juvenile Court in the nation.

Commemorating these two important dates, the Pittsburgh sessions will be the first to exemplify the significance of Juvenile court and its great contribution to the American people. As one of the participating organizations, the Pennsylvania Association on probation and Parole will share in the presentation of Juvenile Court through the newspapers of Pittsburgh and the state and also over the radio.

Briefly the program calls for the Association institute in the morning and afternoon of December 9 and a joint meeting with the Juvenile Judges at a dinner in the evening. Your presence will do much to make this affair the success it should be. You can't afford to miss it.

Plan to be in Pittsburgh December 9 at the Webster Hall hotel whether you live in the western area or elsewhere in the state. By your presence you add your contribution to the success of this program planned to make Pennsylvania people Juvenile Court conscious.

## First Juvenile Court Was Revolution In Court Procedure For Treatment of Children

By **PETER ALAPAS,**

Contributing Editor of The Quarterly

The word "revolution" usually connotes to the man on the street a violent, turbulent and noisy affair, in which some system of government usually topples if the revolution is a success. Yet there are many types of revolutions on whose outcome society's benefits have a greater stake.

The juvenile court, as we know it in the United States, represents a revolution in court procedure. Like any other revolution, it had its seeds sown centuries before its flowering. The many steps that led to the establishment of the Juvenile Court in Chicago in 1899 began with the legal system and precedents of the English Chancery courts.

The attention of reformers was at first directed not to the modification of Court procedure and the prevention of the conviction for an offense but to the idea that after conviction for an offense he should be kept in confinement apart from adult criminals. This idea gave rise to the reformatories for juvenile offenders which existed in the United States as early as 1825 when the so-called House of Refuge was established in New York and similar institutions later were opened in Massachusetts and Pennsylvania.

The earliest step in modification of court procedure in children's cases in the United States was not taken until 1869. A Massachusetts law provided for the presence of the visiting agent or officer of the state board of charity at the trial of juvenile cases. It provided that . . . he should be notified of every criminal action against a child under 16 and should have an opportunity to investigate their cases, to attend their trials, to protect their interests and to make such recommendations to the judge as might seem best.

Massachusetts took the lead in es-

tablishing a probation system, a cardinal feature of work with young offenders, by which the offender was placed under supervision instead of confinement.

In a summary taken from "Juvenile Courts in the United States" by Herbert H. Lou, Phd, the University of North Carolina Press, 1927, we learn the following:

### Commissioner Named

In 1861 the mayor of Chicago was authorized by law to appoint a commissioner before whom boys between the ages of six and seventeen could be brought on charges of petty offenses. This commissioner was given authority to place boys under supervision and to send them to reform schools. In 1867 this work was transferred to the regular judges in the courts. . . .

From what we have described above, we know that before the enactment of juvenile court legislation persistent efforts were made in the various states to save offending children from the horrible ordeals they were subject to in the criminal courts. We know that in some places there was juvenile probation, there were separate hearings, and there was institutional care for children. What was lacking was the conception that a child that broke the law was to be dealt with by the state not as a criminal but as a child needing care, education, and protection . . .

The juvenile court law of Illinois, officially styled "an act to regulate the treatment and control of dependent, neglected, and delinquent children," under the authority of which the juvenile court of Chicago was established, created no new or special courts. For Cook County Illinois, the law brought under one jurisdiction, that of a juvenile court, cases involving delinquent, neglected and dependent children, and, contained practically all the essential features of the

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## MRS. KOEGLER DETAILS MANY PLANS OF STATE ORGANIZATION

By **MRS. FLORINE KOEGLER**

President, Pennsylvania Association on Probation and Parole

As president of your association, I am happy to report four meetings of the Executive committee have been held since the last Quarterly was published. Plans were completed, in these meetings, for our three one-day meetings, the first of which has been held.

As I am writing this, I am thinking of the profitable meeting just completed for the central area, which was held October 18 at Clearfield in the Dimeling hotel. Because of the splendid cooperation of the Hon. F. Cortez Bell, president judge of Clearfield County courts, and the tireless efforts of Isaac Whitaker and staff, the program was unusual in its attendance and interest. The association owes much to its Clearfield friends.

For November 15, we are planning our second one-day conference, this time for the eastern district. It will be held in the Hotel Easton at Easton. Although we are still making plans, the committee in charge has assured your president that details for the meeting will make it another successful event. Then on December 9, we hold our third and last session, this time in Pittsburgh and the western area will attend. This meeting will commemorate two important dates in Juvenile Court history, the 45th anniversary of the enactment of the Juvenile Court law in Pennsylvania and the 50th birthday of Juvenile Court in the United States.

The exact date when the Juvenile Court program became a reality in Pennsylvania is December 11, 1903 while it was in the month of February of 1899 that group of Chicago attorneys, appointed to consider the needs of children, enunciated the principles of juvenile court for the first time in America.

In the Pittsburgh meeting we will be the first and possibly the only group to commemorate the date in Pennsylvania and in respect to the national observance we expect to be the first group in the nation to call attention to the approaching golden anniversary of Juvenile Court in the nation. Our meeting on the ninth of December will be the first of a series of three, the Juvenile Court of Allegheny County and its judge, the Hon. Gustav L. Schramm, sponsoring the other two.

At the luncheon in Pittsburgh your state association is planning to honor those who have pioneered in the field of Juvenile activity in Pennsylvania as well as those who have made contributions to progress of adequate child planning and welfare.

### Committee Chairmen Report

I am greatly pleased by the reports I have received from various committee chairmen including Neal Daugherty, chairman of the Membership committee, which is making a real effort to increase our membership and is worthy of your help. In addition Jack M. Dunlap of New Castle and Edward Brubacker, co-chairmen of the Legislative Committee, have made a number of important proposals regarding new legislation which should be of interest to the members of the Association. This will be reported to you at the regional conferences and also is included in this issue of The Quarterly.

Mrs. Eliza Garber is proving a most efficient chairman of the Publicity Committee and if you have anything that is of interest to the Association in the form of publicity, please contact her at Hollidaysburg.

It seems to me this is a most opportune time to announce the appointment of "Bill" Gladden, editor of The Quarterly to the staff of the Juvenile Court of Allegheny County. "Bill" as-

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## PROBATION STUDIED BY THE UNITED NATIONS

By **JOHN OTTO REINEMANN**

Director of Probation of the Municipal Court of Philadelphia and Associate Editor of "The Quarterly"

In these times when tremendous political problems seem to threaten the very existence of the United Nations, it is good to know that the work of the various Commissions of the United Nations, which deal with less controversial subjects, is carried on steadily. The fact that these problems are less controversial, and therefore not in the limelight of international publicity, does not mean that they are of less importance to the social welfare of the peoples of the world.

Recently the Division of Social Activities of the Secretariat of the United Nations invited a group of probation administrators throughout the United States to meet for the purpose of drafting a statement on probation. Chairman of this committee is Joseph P. Murphy, Chief Probation Officer, Essex County, Newark, N. J. The other members are Merle D. Beckwith, Chief Probation Officer, Jackson County Juvenile Court, Kansas City, Missouri; Edmond FitzGerald, Chief Probation Officer, Kings County Court, Brooklyn, New York; Philip Green, Director of Probation, King County Juvenile Court, Seattle, Washington; William J. Harper, Director of Probation, Westchester County, White Plains, New York; William N. Mackay, Director of Probation, Third District, Juvenile Court, Hartford, Connecticut; John Otto Reinemann, Director of Probation, Municipal Court, Philadelphia, Pennsylvania; Edward J. Taylor, Director of Probation, State Department of Correction, Albany, New York; Will C. Turnbladh, Assistant Executive Director, National Probation and Parole Association, New York; Randolph E. Wise, Chief Probation Officer, Eastern District of Pennsylvania, Philadelphia, Pennsylvania; John M. Zuck, Chief Probation

Officer, Los Angeles County Juvenile and Superior Courts, Los Angeles, California.

At the first meeting of this group on July 8, 1948, in the Manhattan Building of the U. N. in New York, two representatives of the United Nations Secretariat were present, Mr. Adolphe Delierneux, Deputy Director of the Division of Social Activities of the United Nations, and Dr. L. Radziewicz, Chief of the Social Defense Section of the Division of Social Activities of the United Nations, and formerly professor of Criminology at Cambridge University, England. At this meeting, all members of the Committee, except Messrs. Green, Harper and Zuck were present; Mr. Charles L. Chute, Executive Director of the National Probation and Parole Association, served as an alternate for Mr. Will C. Turnbladh. In their opening remarks, the U. N. representatives pointed out that the Economic and Social Council of the United Nations has requested the U. N. Secretariat to undertake various studies in the field of penal and correctional treatment. Therefore, three sub-committees were formed, to study (1) Juvenile delinquency, under the chairmanship of Miss Katherine Lenroot, Chief of the United States Children's Bureau; (2) The Adult Offender, under the chairmanship of Sanford Bates, Commissioner of Institutions and Agencies of the State of New Jersey; (3) Probation for Adult and Juvenile Offenders.

### Report on Principles and Methods

The purpose of these studies is to prepare a report on the principles and methods employed throughout the United States in handling these problems.

The work of the Sub-Committee on Probation (which is the topic of the present article) is of particular importance because, according to Mr. Delierneux, the United States has been a pioneer in the probation field. There are many countries which have

no probation system at all, and others, though very advanced in many other phases of treatment of the offender, have only recently started to establish probation system on a moderate scale. India, for instance, a country with a population of 480,000,000, has only fourteen probation officers.

The specific purpose of this sub-committee is to compile a report embodying the experiences of probation practice within the United States. This report should serve as a basis for recommendations to be made to the Economic and Social Council of the United Nations for distribution among all member nations of the United Nations. Such a document would help to stimulate the establishment of probation systems in countries where none exist, and to strengthen and improve the probation systems where only modest beginnings have been made. Although it was generally recognized that particularly the administrative side of probation must necessarily differ in the various nations according to the governmental structure of every country, it was pointed out that the basic principles covering the use of probation as a modern treatment process should be identical regardless of the country where they are applied.

In preparing such a document, based on experience in the United States but aiming to serve as a general guide for all nations, it is important to bear in mind that it must be of use to underdeveloped countries, both very large and very small, and also to countries on a higher level of development.

### Argue on Outline

The discussion at the meeting on July 8, in which all members present participated, resulted in an agreement on the outline of topics which such a report should cover, namely (1) Definition and need of probation; (2) Scope and selective process; (3) Treatment process; (4) Selection, qualifications and training of personnel; (5) Administration of probation system; (6) Probation and the community.

The preparation of this statement will be a real teamwork of all the committee members who were assigned in pairs to prepare one of the six topics. An editorial committee, consisting of Joseph P. Murphy, Will C. Turnbladh, Randolph E. Wise and John Otto Reinemann, will prepare the final draft.

An interesting discussion centered around the problem of the definition of probation. Mr. Delierneux pointed out that an exact definition as to what is probation would be necessary, especially in view of the fact that many persons who would read the report are not experts on the subject. He felt that there should also be some explanation of what probation is not and he explained to the committee that it is not possible to translate the word "probation" into another language.

When the discussion arrived at the point of the need for probation, the following reasons were mentioned: protection of the community and of society; protection of the family; the need to reduce and control the offender population; the need for lower taxes. In a subsequent discussion, it was brought out quite forcibly that in addition to these reasons for the need of probation, there also should be mentioned, and quite emphatically, that it is a means of protection of the individual against harsh and cruel punishment. This idea was brought home to the members of the committee in a most impressive fashion by Mr. Delierneux, a native of Belgium, who, himself, had suffered imprisonment at the time when the Nazis had over-run his country. He stated that the brutal treatment which so many countries had been subjected to, would make them more inclined to accept more humane measures such as probation presents.

### Values of Undertaking

As a participant in these discussions, I would like to summarize the great values of this undertaking:

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## PANORAMA VIEW OF CAMP HILL SCHOOL



A view that the visitor sees when he approaches the famous Pennsylvania Industrial School pictured above. It shows the size of the institution.

## WE SALUTE THE PENNSYLVANIA INDUSTRIAL SCHOOL

### EDITORIAL

On the outskirts of Camp Hill, across the river from Harrisburg motorists see a tall smoke stack rising from a building far off on a knoll. It is all the motorist sees of one of Pennsylvania's major institutions of correction unless he drives some miles to reach the institution.

It is our opinion that few persons beyond a few probation and parole officers and members of the staff of that institution or nearby residents know the Pennsylvania Industrial School. It has vital work to do and should be well known to all thinking citizens. It has the task of correcting thousands of Pennsylvania young men who have erred against society and must be bent anew so that their lives are not lost to the people of Pennsylvania.

Shall we agree that there are buildings there and acres of ground. More important there are people, both in an advisory and supervisory capacity and also as students. Also there are many men and women who have sons in that institution.

In this issue, we present Warden Keller and his staff and the students of the Pennsylvania Industrial School, some of whom contributed to this issue with the taking of pictures and the preparation of descriptive stories.

We salute the Pennsylvania Industrial School for what it is, a most important institution in the Pennsylvania correctional system, manned by a staff of men and governed by a board of directors who are seeking to serve you and me and all the people of Pennsylvania by doing as fine a job as possible.

## Camp Hill Established By Law In 1937; Founded To Prevent Youth From Crime Careers

The Pennsylvania Industrial School, Camp Hill, was established under Act No. 376 of the General Assembly approved June 21, 1937. The provisions of this Act made the Superintendent of the School solely responsible to and dependent upon the Secretary of Welfare for direction in all problems of management and policy.

According to the provisions of Act 34, approved May 26, 1945, the Governor of the Commonwealth appointed a Board of Trustees for the School, August 24, 1945. The President of the Board is Honorable Robert E. Woodside, Judge of the Court of Common pleas, Dauphin County, Harrisburg, Pennsylvania.

On March 4, 1940, Major Henry C. Hill, as Superintendent, took over the White Hill Plant under the direction of the Department of Welfare. It was not, however, until March 1941 that the School was in actual operation. Between March and the end of August 1941 eight hundred boys had been transferred from the old Pennsylvania Industrial School, Huntingdon, to the new Pennsylvania Industrial School, Camp Hill, Pennsylvania. The Courts began committing boys to this school in May 1941. The population of the School at the end of the biennium May 31, 1948, was 1338 inmates.

On July 1, 1943, with the appointment of Major Henry C. Hill, Superintendent of the school, as Chairman of the Parole Board, the Reverend Eugene S. Keller, then Assistant Superintendent, became Acting Superintendent. On April 12, 1946, the Board of Trustees elected Mr. Keller Superintendent. The election was subsequently approved by the Department of Welfare and the Governor of the Commonwealth.

### Aim and Purpose

The aim and purpose of the School may be best expressed in the language

of the Act of Assembly (Session 1887, Section II, No. 30), which authorized the establishment of the Pennsylvania Industrial School and under which the Pennsylvania Industrial School at Camp Hill is operating.

"As the aim and purpose of the industrial reformatory is to prevent young first offenders against the laws of the State from becoming criminals; and to subject them while in custody in this reformatory to such remedial, preventative treatment, training, and instruction as may make them honest, reputable citizens, the board of managers is authorized and hereby empowered to establish by rules and regulations governing the Superintendent and other officers, such a system of discipline for the inmates as will secure to each, instruction in the rudiments of an English education, and in such manual, handicraft, skilled vocations as may be useful to each of the inmates after his discharge from the reformatory, whereby said person will be able to obtain self-supporting employment."

In 1931 the corporate title of the institution was changed from the Pennsylvania Industrial Reformatory to the Pennsylvania Industrial School. This change in name was in harmony with the original purpose laid down in the Act of 1887. Enacted into law confirmed by the change in name, this purpose of "remedial and preventative treatment, training and instruction" is binding on the Administration and all its officers. In this same law the Board of Trustees is authorized to set up a "system of discipline" in order to carry out this purpose and reach the objective of making the inmates "honest and respectable."

In the understanding of the present Administration, discipline is such a program of training and treatment as

## SUPERINTENDENT



The Reverend Eugene S. Keller, head of the Pennsylvania Industrial School



will enable the individual inmate to solve his own problems. The purpose of discipline, therefore, is self-discipline. The guiding principle in the discipline of the school is control,—control without repression and control without sentimentality. The ideal which we cherish here is firmness without harshness, strength without brutality and kindness without indulgence.

#### Must Reach Objectives

It is impressive, if the industrial school is to reach its objectives, that it receive only such individuals who after careful and intelligent study are judged to be hopeful subjects for re-education. The Industrial School, by its very purpose as laid down in law, is for recoverable subjects. To confine within the same school the mentally deficient, the potentially psychotic, the psychopathic inferior, the habitual offender and the first offender is a wasteful expenditure of public funds. With such a heterogeneous population as the school now receives, the work of rehabilitation limps and lags. The program has to be adjusted to the treatment of the most hardened offenders, with the result that the recoverable inmates receive too little constructive treatment. Associated with the more experienced offenders, juvenile commitments, who constitute forty percent of the admissions, learn much, not in the prescribed program, which is deleterious to their personality development and contributes to further delinquency.

The only relief which the school has from its present overcrowded and conglomerate condition is the transfer to Huntingdon of defective delinquents and the transfer of older habitual offenders to the Penitentiary. It is our considered opinion that the Courts would do well to consider the prior criminal records and social resources of offenders over twenty-one years of age before sending them to an industrial school for boys. It may be suggested also that in the case of defectives, wherever possible, Commissions should be appointed by the

Court to examine them prior to sentencing, that they might be sent directly to Huntingdon where this institution is indicated.

#### Board of Trustees PENNSYLVANIA INDUSTRIAL SCHOOL 1948

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#### Rev. Keller Heads Camp Hill Institution

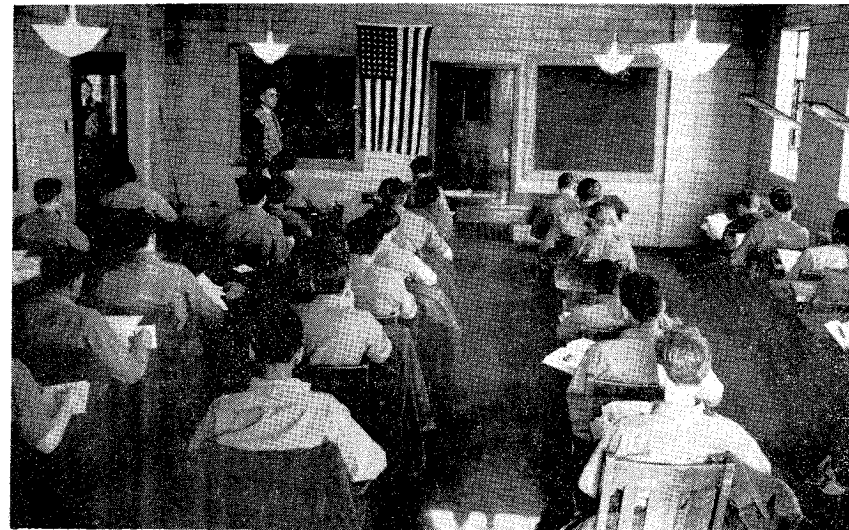
The Pennsylvania Industrial School at Camp Hill has as its administrative head, the Reverend Eugene S. Keller, Superintendent. He was appointed to that position on April 12, 1946, having been promoted from service as Acting Superintendent.

Mr. Keller is a former member of the State Police and a veteran of World War I. He is a graduate of Susquehanna University and the Theological Seminary, an ordained Lutheran minister and business administrator. His continued success with the inmate population has been responsible for successive promotions from Protestant Chaplain in 1941 to Deputy Superintendent in 1942, and Acting Superintendent following the resignation of the schools' first superintendent.

Assistant to the administration head is David P. Share, Assistant Superintendent. Mr. Share received his present appointment in August 1943 following twenty-one years in correctional work at the Pennsylvania Industrial School at Huntingdon and this institution. Nineteen years of this service was given to parole work.

The Custodial Department embraces the largest single personnel group. The work of this department is carried out through its supervisory staff which is directly responsible to the As-

#### STUDENTS AT SCHOOL



A class room for the academic education of the students at Pennsylvania Training School

sistant Superintendent. This staff consists of a Captain, three lieutenants, nine Sergeants, and three Desk Sergeants. All of these officers attained their present positions after varying periods of service within the ranks of the custodial force.

At the present time there are one-hundred-twenty-five men on the custodial force and they are employed only after a thorough character investigation by the Pennsylvania State Police and a physical examination by the institution's Medical Director. The original group of men was required also to pass a mental examination, but the shortage of man power during the war years and immediately following necessitated a temporary cessation of this policy. All personnel are expected to familiarize themselves with the modern philosophy of penology and correctional training by attendance at in-service training programs conducted at intervals by the Public Service Institute of the Department of Public Instruction.

#### Clinical Services

The personnel of Clinical Services comprise a large group which is di-

vided into nine departments or categories of service. These services are gathered together in a Classification Clinic under the direction of a Director of Clinical Services, who acts as a coordinator. The Director is the Senior Psychologist, who is also head of the Classification Department. The Medical Department is headed by the Medical Director who is also the Psychiatrist. This department has in addition a dentist, a visiting specialist, a visiting surgeon and four women graduate nurses.

In addition to the Senior Psychologist, the Psychology Department has a Junior Psychologist and a Psychometric Tester.

The duties of the Vocational and Agricultural Administrator make him directly responsible to the Classification Clinic.

Matters of parole and probation are the function of the Parole Department whose personnel consists of Parole Officer, Record Clerk, Director of Social Service and Social Worker. Previous to the assumption of duty in their present positions, these men had training as custodial officers and

varying degrees of formal training in social work at college or university.

Inmate training on a purely institutional level is carried on by the Education Department which includes the following personnel: Director of Education, Head Teacher and seven academic instructors, Librarian, Brick Shop instructor, Print Shop instructor, three Craft Shop instructors and Music Director.

The academic instructors are certified in elementary and/or secondary fields. One of these teachers is certified as a physical education supervisor.

The shop instructors are skilled tradesmen with years of practical experience as background. Three of the five have had trade school training.

#### Inmate Recreation

Recreation for inmate population is directed by the Physical Instructor and religious and spiritual needs are served by: Catholic Chaplain, Protestant Chaplain, Negro Protestant Chaplain, and Jewish Rabbi.

The remainder of the employed personnel is distributed among the following departments: Business Office, Operation Maintenance and Construction, Culinary, Agriculture, Personal Services, which includes clothing issue, barbering, laundry, mail and Prison Industries.

In addition to the four women nurses, there are eighteen other women employed in the business and professional offices as secretaries, stenographers and clerks.

#### Administrative Staff PENNSYLVANIA INDUSTRIAL SCHOOL 1948

Rev. Eugene S. Keller, Superintendent.

David P. Share, Assistant Superintendent.

Arthur Phillips, Ph.D., Director of Clinical Services.

Victor E. Emel, Captain of the Guard.

G. B. McClellan Wilson, Jr., M. D., Medical Director.

John Lawson, Parole Officer.  
Norman K. Morgan, Director of Education.

Stetson Montgomery, Director of Social Service.

Jacob B. Harder, Vocational and Agricultural Administrator.

Rev. Harrison Zeigler, III, Protestant and Chaplain.

Rev. Cletus Wagman, Catholic Chaplain.

Ray R. Dintzman, Steward.

Robert S. Phillips, Chief Engineer.

Francis J. Donovan, Farm Manager.

George H. Brocha, Culinary Manager.

Richard M. Snare, Supervisor of Prison Industries.

#### 650 Acres In Camp Hill Grounds, 464 Acres Under Cultivation

The reservation of the Pennsylvania Industrial School comprises six hundred and fifty (650) acres, of which four hundred and sixty-four are under cultivation. In the midst of the reservation one will find many fine, well constructed, modern buildings which have all conveniences according to their respective needs.

The stockade fence, twelve (12) feet high, encloses forty-five (45) acres, on which stand the living quarters of the inmates and the buildings which house the executive offices, the hospital, the academic school, the vocational and maintenance shops, the greenhouse and the laundry building in process of construction. In the southwest of the enclosure there is a large building with two wings. The central portion is occupied by the main kitchen and dining room for the inmates and a small dining room for the officers. One of the wings is the auditorium; the other is the gymnasium. Beyond stands the new industrial building, which houses the prison industries, the furniture factory, coffee roasting and tea blending shops.

Outside the stockade are the farm buildings, the power house, the garage, the general storeroom and the blacksmith shop. Comfortable residences for the Superintendent and the Assistant Superintendent complete the roll call of buildings.

#### ANNUAL VISITORS DAY



A view of the parade grounds at Pennsylvania Industrial School when the students are entertaining their parents and relatives. Picnic dinners are enjoyed in family circles on the grounds.

Most of the vocational and maintenance shops are located in the basements of the quarters building. These shops are: craft, brick, sheet metal, mechanical service, electrical, plumbing, carpentry, paint, plaster, new clothing issue with clothing and shoe repair departments. The barber shop has ample quarters in the second floor of the gymnasium building. The musical department is housed over the main dining room.

#### Town In Itself

As one approaches the ground we cannot but be impressed with the size of the institution, which is a "town" in itself. Let us enter through the main gate and visit some of these buildings for a better understanding of how each functions and why we refer to this school as a "town".

As one enters the main gate the first building on his right as he walks down the roadway is the hospital. The hospital unit was constructed for the purpose of providing complete intramural, medical, surgical and psychiatric care. Although at present it has

a capacity of only thirty-two (32) beds, it was originally designed to accommodate slightly over one hundred (100) patients and such expansion is still potential. The hospital unit is made up of two large wards, seven private rooms, dental office, dispensary, X-ray room, operating room, examination room, laboratory and several small rooms. The laboratory is equipped to take care of the various tests which are made of an inmate whenever his condition demands an examination. The dental office is fully equipped to take care of filling, cleaning, extraction, plates and bridge work.

On the second floor of the hospital building is the academic school and the library. In the academic classrooms students can further their education in elementary and secondary studies. The teaching staff and curriculum compare favorably with and meet the requirements of the Department of Public Instruction. The library contains forty-five (4,500) volumes affording reading and research material in the fields of fic-

tion, non-fiction, philosophy, religion, social science, languages, physical science, art, literature, history, travel and biography. Under the supervision of the Director of Education we find in the basement of the building the print shop for instruction in the process of printing. Under his direction also are offered waiter training and janitor training courses. The craft shop, which is also on the vocational basis, although not located in this building, may be referred to here. It is equipped with proper machinery for making hundreds of articles and includes as one of its departments a class in Commercial Art which has developed talented inmates in painting and sketching.

To complete the educational facilities we must add the vocational work in the brick shop in training apprentice bricklayers who receive subsequent assignment to building projects where they learn on the job.

Next to merit our attention is the fine gymnasium and field for outdoor sports. In the gymnasium there is a large floor for basketball, boxing, wrestling, weight lifting and the like, while the field outside is devoted to a baseball field, five softball diamonds, track pit, horseshoe pits and volley ball. The field is used for football in the fall and winter months.

Next in our observation is the large mess hall with its adequate kitchen for the preparation of food for all inmates of the school together with that of the personnel.

#### Spacious Auditorium

The spacious auditorium is used as a chapel, although it does not fill the requirements which might lead to a greater appreciation of the faiths of the boys. While it is large enough it does not lend itself to the objectives of a religious program; it is devoid of religious atmosphere, since it is used for recreational purposes as well.

The furniture factory is one of the prison industries, which is a separate division operating under the Department of Welfare. From the large storage shed the lumber is taken to

the cut-out department, then to the assembly, finishing, crating and shipping departments. The Coffee and Tea Department, which roasts coffee and blends tea for various state-owned institutions, is under the same roof with the furniture factory.

There are on the grounds ten wards which serve as living quarters for the boys who live in separate rooms. Each room has adequate toilet facilities and showers are provided, together with soap and towels. The boys can enjoy radio programs and newspapers while in their quarters.

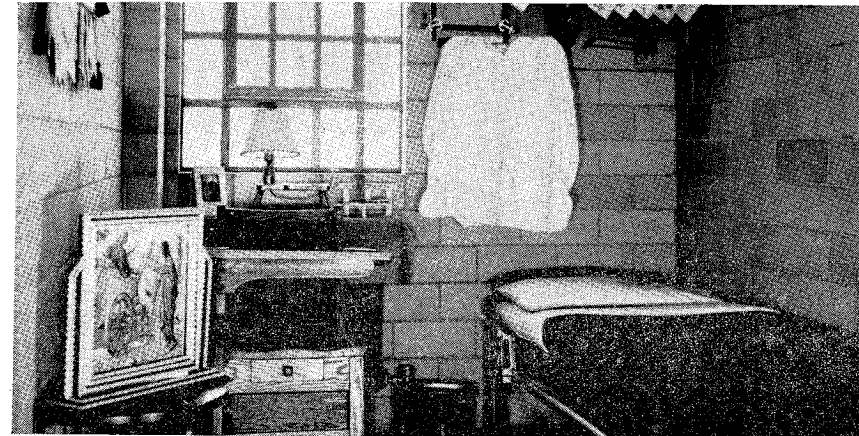
The power plant, at the western end of the stockade field but outside the fence, has a generative capacity of twenty-four hundred (2,400) kilowatts and one hundred thousand (100,000) pounds of steam per hour, to supply the institution with light heat and power. Eighteen (18) refrigeration units supply the drinking water, which is obtained from a well supplying over eight million (8,000,000) gallons of water per month.

The garage and blacksmithy are well equipped to take care of necessary repairs to automobile and farm machinery. On this section of the grounds there is a fine greenhouse to provide vegetable and flower plants needed each year for the farm and flower beds. Also a new laundry building, 103x158x20 is now in the process of being built.

Outside the main gate at the east end of the enclosure there is the administration building, in which are the Superintendent's office, the business office, the mail room and a personnel dining room. Nearby are the farm buildings and the houses of the Superintendent and Assistant Superintendent.

The cow barns house fifty-three (53) cows, six (6) bulls, thirty-three (33) heifers, and sixteen (16) calves, together with forty-two (42) steers. The horse barns house fourteen (14) horses which are used in doing much of the farm work along with tractors and other farm equipment. Over the hill from the farm buildings there

#### A STUDENT'S ROOM AT CAMP HILL



Each student's room is planned to each student to use personal belongings as much as possible.

is a sty for keeping some four hundred and eighty (480) swine.

By and large, the whole institution with its large buildings and spacious grounds is quite an inspiring picture. The buildings with the enclosed area comprise an approximate floor area of over half a million square feet. While not too much detail to each and every building and facility is given here, one can picture to himself the general makeup of our physical plant and some idea of the opportunities offered to the inmate for his welfare while he is here, and in preparation for his return to useful citizenship in his community.

#### Training Program at Industrial School

##### Has Many Interesting Angles

The story of inmates is an interesting one and one that poses many and complicated problems. Institutional statistics show an average of sixteen (16) admissions per week over the past two years. Practically every type of background, offenses of all varying degrees of seriousness, and gradations of psychological temperament are represented. To meet the heterogeneity of personality, individual needs, and differences in capacities, a truly flexible program is required.

This program is under the manage-

ment of a Classification Clinic comprised chiefly of Staff members, as well as other workers. Its purpose is to bring about a re-education with the ultimate object that each offender will be conditioned for acceptable living upon release. True it is their efforts are sometimes in vain in that some inmates throughout the term of imprisonment think of nothing but crime, crime, and more crime. But in the fact that a comparatively small percentage are recidivistic to this or other institutions lies proof that these efforts are amply rewarded.

The program specifically consists of those steps and measures calculated to bring about the desired adjustment. Briefly, the steps are orientation, classification, subsequent review and special treatment and reclassification where indicated. The new admission is stripped, bathed, clothed in institutional attire, given a preliminary physical or medical examination and placed in Quarantine. Following this come identification, in which he is photographed, fingerprinted and identified for name and alias, previous record and version of offense. His belongings are either sent to his home or guardian or stored in packet until his release. During

the quarantine period, usually lasting four to five weeks, he is further oriented to the institution by the daily routine to which he is subjected, in a tour of the work opportunities conducted by the Vocational Counsellor and by interviews with the workers who will plan his program with him.

#### Administer To Needs

These workers discover and administer to medical needs and take the sanitary and precautionary measures that may be necessary. If illness requires hospitalization, that is all taken care of. The Social Department discovers his background threads and ties with the outside, and contacts these sources for verified information relative to his history. In the educational department is discovered his educational age and ability, a psychometrician fathoms his mental level and aptitudinal resources, a Chaplain introduces him to the School's religious life, the Vocational Counsellor explores his work experience, interests and potentials, and a Psychologist meets him in an initial treatment interview. The workers are specialists in their fields and a written record of their studies with the inmate during this initial period is embodied in summary form which makes its appearance at the inmate's initial classification.

The quarantine period, which has lasted four or five weeks, now comes to an end and the new inmate meets with the Clinic members for assignment to the program which has been worked out for and with him. His program is based upon the collective judgment of the Clinic group and is calculated to meet the needs of the individual and provide for self-realization to the fullest possible extent. At initial classification the matter of custody status is determined, i.e., to what degree of discipline the inmate shall be subject as determined by his past record, previous escapes from custody, degree of recidivism and personality. A quarters assignment is made and job and school are finally decided upon. In the institution are ten (10)

wards, eighty-eight (88) separate work designations, and a complete educational program to completion of the High School level. Not every boy will want to be a plumber and not every boy can or should go to school, but the figures given above show the latitude that is present in fitting a program to an inmate.

After initial classification the inmate enters upon his program. He now lives in the wider environment of the institution, comes into contact with detail officers and other inmates and becomes adjusted to the routine. All is not hard work and sweat, however. Each inmate is allowed contact with the outside through his approved mailing list, a library of forty-five hundred (4,500) books is at his disposal, a complete intramural and school team athletic program is conducted, a day-room activities period is held each day in the wards, play is allowed on the stockade field during unassigned hours and movies are shown two or three times a week. These features are known as privileges and are participated in with almost avid interest. In addition, a commissary is operated at cost prices where such needed personal items as shaving cream, cigarettes, candy and snacks are sold. A financial account for each inmate is maintained. He is credited with donations from the outside and accruals from his earnings inside, and debited with postage, commissary tickets issued and other approved withdrawals. Some inmates leave the institution substantial sums. There is thus provision for full days, including Sundays. Far from being dull and depressing, institutional life is stimulating, uplifting and challenging in the degree to which the inmate accepts it and his capacity to make the fullest use of it. Throughout his entire stay, he is also at liberty to request interview with any of the Clinic workers and those in charge of custody. Some of the daily call lists are staggering.

When the inmate has worked along for a period of four months he is again called before the Classification

#### HOSPITAL BEDS



Every precaution is taken to have each student at Pennsylvania's Industrial School receive all the medical care and attention necessary. The picture above shows a scene of the hospital.

Clinic for a review of his program. This includes an evaluation of his progress and such changes and modifications in his program as may appear advisable. Reports as to his behavior in quarters, disciplinary record, regard for religion, achievement in school, adjustment at work and any special health considerations are now appraised. The inmate is made aware of this appraisal. The inmate's own evaluation is solicited, and from this conference is developed a rating. He is invited to discuss his problems and an attempt is made to work out any adjustments that may be necessary.

By the time of the four months review, many inmates show themselves in the calibre of their adjustment to be eligible for classmanship. This is a term which accompanies the work in those details occupied beyond the stockade and by members of inside details whose duties call them beyond normal or ordinary supervision. First classmen are those permitted to work without supervision and second classmen are those trusted to limited supervision. In the agricultural, construction, outside shop, and other details there are presently required two hundred and seventy (270) classmen, which amounts to approximately twenty (20) percent of the population.

Not all of these classmen are selected at the four months review. The needs of the respective details are kept constantly in mind by the Vocational Director and part of his task is to make recommendations as the needs arise. The Clinic then at its regular Friday meetings selects from those recommended and the Superintendent subsequently officially confers the classmanship.

#### Second Review Period

Another four months roll by until the inmate is ready for his second review period. The same general procedure is followed as at the four months review. During the eight months that have now passed, a wealth of information relative to his achievement is at hand. Most important of all, there is by now some revelation as to the inmate's attitudes, sincerity, capacity to be benefited, and seriousness of future intentions. Among the inmates, the eight months review is looked on as a time review, because of the practice of the Classification Clinic, sitting as a Probation and Parole Examining Committee, in tentatively setting dates for sending out parole or probation papers which will begin the process of release. "Getting papers" at this time, even though the date is some time in the future, is



something of a reward, an indication that progress until now has been satisfactory, and gives the boy something at which to aim. He knows too that to make the date good, satisfactory progress must be continued. If his record is good up to the time of this review he is commended and urged to continue keeping it so. If it is not good and the reason is apparently his own fault, he is reprimanded and advised to improve. If it appears maladjustment is the cause of the boy's inability to get long, steps are taken to clear up the situation. The problems presented at the eight months review are the subject of the most careful consideration, planning and skill in treatment on the part of every worker in the Clinic.

Subsequent reviews are made as indicated by the nature of each case. Each case is different and requires different treatment. All cases are finally reviewed in the month preceding that for which the tentative date for release is set, the idea being to recheck the progress, adjustment and readiness for release. In the case of individuals who need longer periods of training under the indeterminate sentence, subsequent reviews are set for three, six or eight months as determined by the nature of the offense or the nature and degree of adjustment. It may be said that no inmate is discharged from the institution without the Clinic feeling satisfied with the inmate's adjustment within the institution.

Probation or parole looms large in the life of an inmate. Those for whom these words are written need no elaboration, but for the inmate it means parole status, eligibility for outside work even though not formally eligible for classmanship, a new sense of having arrived somewhere, as well as a period of anxious waiting and sometimes disappointment. Busy days of planning, corresponding and soliciting help are now at hand. The parole office is the avenue through which most release procedures are executed. This does not mean that the parole

office is the only aid the inmate has in preparing a plan, as much planning, suggestion and actual participation in the form of correspondence is done by other clinic workers as well. But the Parole Department is in charge of release procedures, manages routine correspondence and gives instructions on parole and rules of parole in which the boys are advised on how to behave when on parole. Some of the difficulties in the parole office appear almost insurmountable when it is realized that some boys are actually not wanted in their homes, that relatives are in many cases too disinterested to take a prompt and active part in helping the boy get out, and that many plans fall through for inadequacies in home structure, unavailability of work or other reasons. The task of maintaining even emotional temper at this final stage requires special understanding and effective treatment.

#### Whole Object Is Rehabilitation

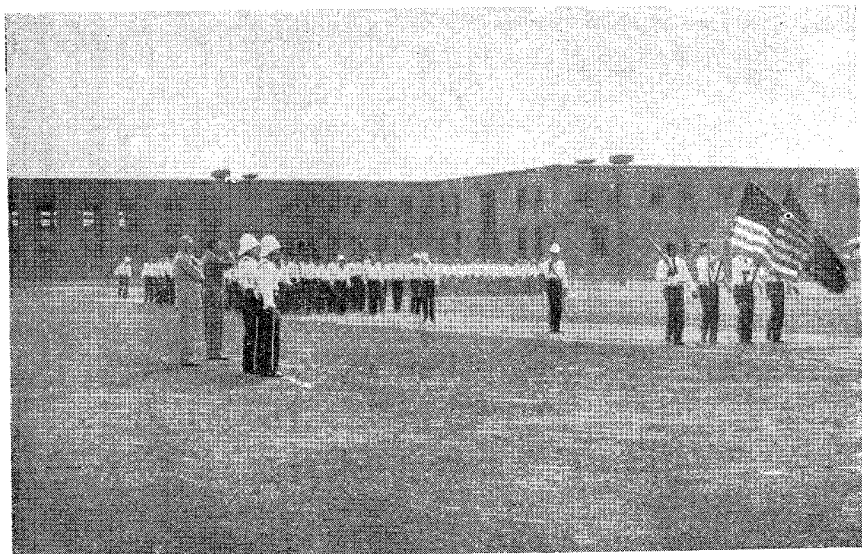
The foregoing is a picture of the more or less average inmate and his treatment by the Clinic. The whole object in the relationship is rehabilitation. Its aim is to keep idleness at the very minimum, to resolve the varying emotional conflicts and to develop reassurance and decorum in social situations. Rehabilitative stress is laid on good work habits and performance to the fullest of one's ability. But what about these cases that are not "more or less average"? How does treatment differ for the unwell, the inmate with apparent aberrative personality, the avowed non-conformer who won't be good? Psychology in an institution is the same as psychology anywhere else. True it is there are problems peculiar to all institutions as a class, but the basic principles are the same either in or out of prison. Anyone can be a criminal and the psychology applicable to one who is, is the same as that applicable to one who is not. The treatment must suit the psychology of the age group that is dealt with and the disorder presented.

### CLASSIFICATION CLINIC



Each new admission is studied and counseled with help and guidance during his stay at Pennsylvania Industrial School. The committee, reading left to right, and clockwise, includes John Lawson, parole officer; Robert Corman, psychometric tester; Jacob Harder, vocational administrator; Father Lavelle, Catholic chaplain; Lester Gutshall, supervisor of classification; David Snare, assistance superintendent; Rev. Eugene Keller, superintendent; Arthur Phillips, director, clinical service; Simeon Goodfellow, junior psychologist; Norman Morgan, director of education; Stetson Montgomery, director of social service.



**CAMP HILL ON PARADE**

Students marching on parade at the Industrial School

Unusual physical cases, although not common, are frequent enough to deserve attention. Occasionally, long periods of hospitalization for observation and study crop up as in the instance of five cases discovered through chest examinations to betray symptoms of tuberculosis. These cases will be held and cared for until positive diagnosis can determine treatment. Diagnosis of juvenile paresis for another inmate was verified in our hospital and said inmate was held there for the duration of his stay. All permanent hospitalizations, where the physical condition permits, are used in some capacity in the hospital as janitor, male nurse, orderly, or laboratory assistant. Every effort is made to round out a program for them and to promote the rehabilitative process. Several have been transferred to veterans hospitals. The psychotic are transferred to mental institutions. In those cases where the inmate functions normally but needs psychiatric therapy, the services of our Medical Director, a Psychiatrist, are available.

Most personality disorders do not reach an acute stage. Hundreds of

such cases receive treatment from the psychologists of the institution. In truth, mental hygiene is constantly administered through the many personal contacts between inmates and officers. Exploratory work assignments, actions of the disciplinary Court—all have therapeutic value. Exposure to the regularity of rising, feed- and other common routine, making an effort to get along under assignments which are partly of one's own choosing, meeting others on an equal basis, learning how to exercise self control in moments of heated argument,—these and other experiences constitute good lessons in mental hygiene, stimulate control in general life situations and help to make the inmate better than he was before.

Special treatment is reserved for two other groups. One, ostensibly not intended by Legislative Act for institutionalization here by virtue of age and inveteracy of criminality, is transferred to an appropriate penitentiary; while the other, likewise unsuitable in an institution for normal boys by virtue of constitutional deficiency or psychopathic sex pervers-

sion, is retained and specially treated. This latter group is segregated into a special training group, provided with a complete program as far as possible and allowed release from the institution in the usual manner.

Thus are handled the boys of White Hill. The problem of classification is a problem of treatment. It is felt that a Clinic is no better than the people who make up the Clinic and therefore all members, while already specialists, are urged to add to their professional value. In like manner a prison population is no better than the members who make up that population. In so far as the member of the population is subject to the Clinic's treatment, his success both in the institution and later must reflect on the dexterity with which the Clinic manipulated its skill.

#### **Buildings Valued At More Than Four Million Dollars At Camp Hill**

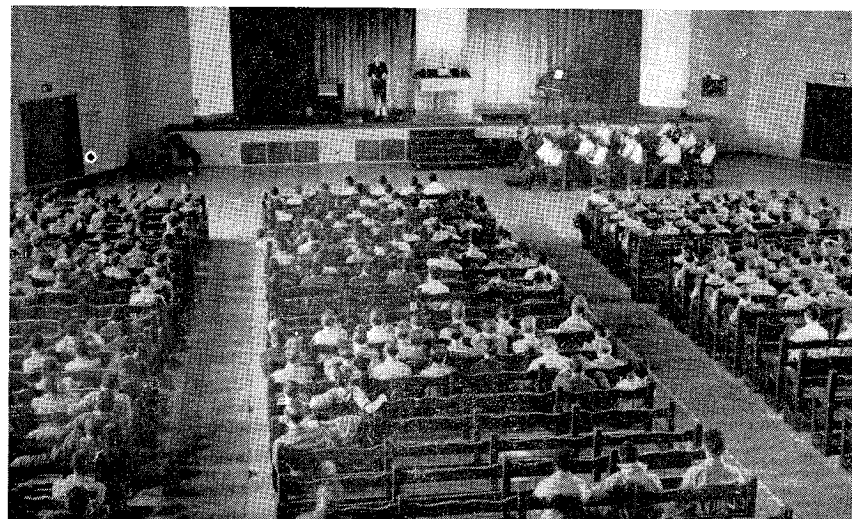
The total number of acres included in the Pennsylvania Industrial School grounds is approximately 650 acres, of which 45 acres are enclosed within

a fenced area. There are 464 acres under cultivation in addition to the 30 acres of rented land under cultivation. It is planned to purchase several of the adjoining farms in the future.

The approximate value of all the buildings at the Pennsylvania Industrial School is \$5,663,700. This does not include the new laundry building which was started in October 1947. Funds for this building in the amount of \$152,750.00 were allocated to the Department of Property & Supplies to complete this building. This building is being built by inmate labor wherever possible, as otherwise the cost by contract would be double the amount allocated.

There have been several new buildings added since the opening of the Institution, and also two adjoining farms have been purchased. Some of the larger buildings completed are as follows: new industrial building, artificial insemination laboratory, farrowing house, steer barn, blacksmith shop, greenhouse, pump house, granary.

#### **PROTESTANT CHURCH SERVICE**



Protestant and Catholic church services are attended by many of the students. Attendance is voluntary. Services are held in the institution's auditorium.

## VISITING ROOM



The Visiting Room is open every day in the year to enable the students to meet with friends and relatives.

The new industrial building, housing the furniture factory and coffee plant was completed about two years ago at a cost of approximately \$479,000.00. No appropriations were donated toward this building. All the funds came from the manufacturing fund. The actual building was done entirely by the boys of the school under civilian instructors.

The school building and the shop building were eliminated by the General State Authority from the original plans because of lack of funds, but improvised shops have been set up in the basements of the inmate living quarters. The second floor of the hospital building has been re-designed into classrooms which to date furnish all our academic educational facilities.

## Buildings Under Discussion

There are several buildings under discussion with the Department of Welfare, most of which have been approved in so far as the design and plans are concerned. Before anything further can be done, special allocations will be necessary to cover

the extreme rise in construction cost.

The live stock census as of May 31, 1948, shows—8 horses, 6 mares, 42 steers, 480 swine, 53 cows, 33 heifers and 16 calves.

The dairy herd from October 1, 1946 to September 30, 1947 averaged 59 cows. During this period they produced 921,426 pounds of milk, and averaged 545 pounds of butterfat. This was taken from the Third Cumberland County Dairy Herd Improvement Association Report.

The butcher shop reports that there was slaughtered 79,421 pounds of beef, 92,941 pounds of pork and 787 pounds of veal at the institution between June 1, 1946 to May 31, 1948.

A large percentage of the food needed at the Pennsylvania Industrial School is produced by the inmates. Our Agricultural Department reports a production of 6,410,527 pounds of forage, meat and vegetables produced from June 1, 1946 to May 31, 1948.

The amount of meat needed to feed a population of approximately 1330 inmates for one year is approximately 81,000 pounds of fresh meat, 65,000

pounds of cured meat, and 75,000 pounds of lunch meat.

The amount of dairy products needed: milk 2200 pounds per day; cheese—10,000 pounds a year; butter—6,000 pounds a year; fresh eggs—900 dozen per month and 18,000 pounds of frozen eggs a year.

The amount of vegetables needed: tomatoes—1500 of the No. 10 cans per month; green peas and beans and corn,—13,500 No. 10 cans a year; cabbage, onions and carrots—200,000 pounds a year; potatoes—40,000 pounds per month; and cucumbers, green peppers and pumpkins—4,000 pounds per month.

The amount of fruit needed: dried fruits—50,000 pounds and 7,000 No. 10 cans of canned fruits a year.

The amount of beverage needed for one month requires 1600 pounds of coffee and 50 pounds of tea.

Miscellaneous foods: sugar—4500 pounds per month; flour—3200 bags, 100 pounds each, a year; cereals—17,000 pounds a year and approximately 231,275 loaves of bread a year.

Foods, such as dried beans, fruits,

cereals and fresh fruits, vegetables and meats are purchased by the Institution direct by local purchase orders which result from bids obtained on local purchase proposals.

Practically all canned foods are obtained through the Bureau of Purchases, Department of Property and Supplies, on group purchases which are covered by purchase requests by the Institution and delivered on purchase orders issued by the Bureau of Purchases.

## Looking Back On Seven Years

Looking back on the seven years during which the School has been in operation, during five of which it has been under the supervision of the present administration, points of commanding interest appear. From the date of the opening of the school to Pearl Harbor, only nine months had elapsed. Seventy members of the custodial and professional staffs were called to the Armed Services one by one, until the personnel roster with a total of two hundred and ninety-three (293) positions was filled by one hundred and ninety-one (191) employees.

## THE WORKSHOP



This is the Mechanical Service Repair Shop where sheet metal equipment in use is repaired.

## ON THE FARM



Digging potatoes with a bumper crop to be harvested

Replacements were impossible. The temptation to "batten down the hatches" was displaced with the spirit of "racing with the storm". To conserve and maintain those elements in the institutional program that had proved effective, to convert our institutional resources to war uses, and to keep abreast of the best available ideas for penal progress with which the period promised to be fertile, as well as to care for the safety and security of an ever-increasing population, constituted a challenge to the intelligence, skill and devotion of every employee.

Here is the place where we recall the part played by our paroled inmates and the projects carried on within the institution by Prison Industries in Army and Navy Depots. Nearly three hundred of our inmates went directly from the School to the Armed Services. Much has been said about the World War Veterans who have been received at penal and correctional institutions since the end of the war. The story of those inmates who served on every battle area is still to be told. Here it suffices to

say that of the inmates removed from the Armed Services up to May 31, 1946, only 2.4% received dishonorable discharges and were subject to return as parole violators.

Situated as the Industrial School is between the gigantic Naval Supply Depot at Mechanisburg and the Quartermaster's Depot at Marsh Run, the School sent hundreds of our inmates—truckloads of them—daily to these depots to engage in war work. Other projects are carried on in the institution by Prison Industries. In a collective aspect, but more particularly, the memory of the readiness of response and actual efforts of individual inmates in these enterprises bears testimony to their underlying worth. Motives are always inextricably mixed but only a cynic would deny that surge of patriotic feeling that impelled these prisoners to have a share in the national effort to make our way of life secure. The war effort of our inmates is indeed a "purple patch".

Well worth recording as an outstanding feature of our institutional life is Family Day. Observed now

for three successive summers the Day has grown considerably in number of visitors, parents, relatives and friends who trek to this school from the four quarters of the Commonwealth. At the last Family Day, July 1948, three thousand, six hundred and ninety-eight (3,698) visited the inmates.

The Day is genuinely one for the families. There are no formal exercises. A band concert in the morning and one in the afternoon and Retreat at the close of the day are the only set features. It is our belief that the observance of such a day aids immeasurably in keeping the channels open between the inmate and the home from which he came and to which he will return. It is a splendid testimony to the strength and influence of the affective ties of the home.

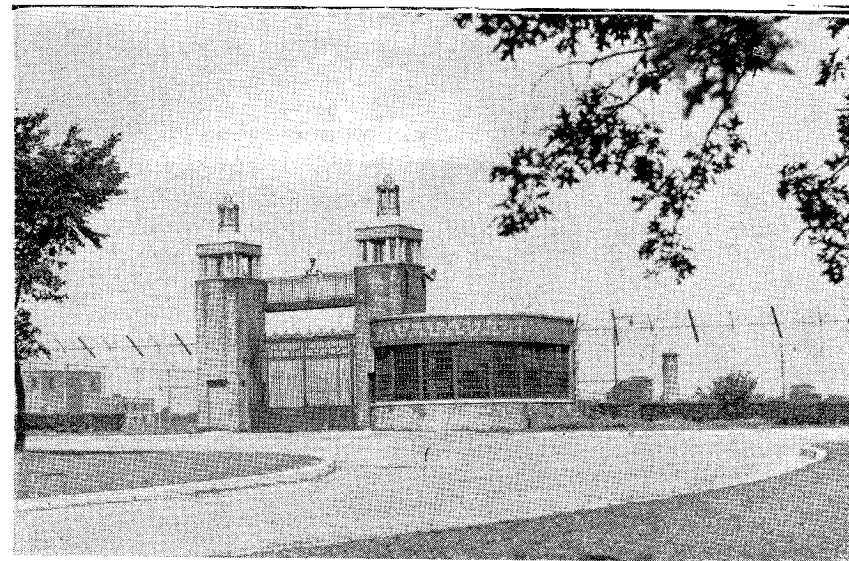
We have recited three major instances among many others that may be cited, that relieve but do not remove the drabness of institutional life at its best. Here is a procession—an institution called the Pennsylvania Industrial School. There is con-

stant coming and going—eight hundred in and eight hundred out—offenders all, social misfits—the failures of the three great social institutions: the home, the school and the church. The contributing causes are many. It is difficult to give each its proper weight. But what concerns us at this School is—this inmate, here and now. We hold that in him there are not merely those impulses which started him on the road to delinquency, but others which when brought to expression and made explicit in word and deed make for wholesome and normal living. These offenders are humans. It is our conviction that in every human there is potential worth and dignity. We have seen in signally in the illustrations here given. Our continuing task is to find and develop these inner resources in those committed to our care.

## Psychiatric Service at Camp Hill

The function of the psychiatric department is both diagnostic and therapeutic. Unfortunately there has existed (Continued on Page 40)

## THE GATE



The gate through which the student pass entering and leaving the institution



## The Inner Sanctum

News Items of County Offices  
And General Information For  
Correctional Workers in  
Penna.



PETER ALAPAS

The Quarterly salutes Peter Alapas, for three years an associate editor, as he leaves the Juvenile Court of Allegheny County to begin new duties as Research Secretary of the Council of Social Agencies of Toronto, Canada.

We have found our association with "Pete" a most enjoyable and profitable one for his understanding of the problems of children in Allegheny County and Pittsburgh made him a valuable associate.

The Pittsburgher was more than that . . . just a member of the staff. We recall trampling the streets of Pittsburgh one hot day in 1947 seeking to interview a series of Western Pennsylvania business men regarding The Quarterly and advertising. "Pete" was the author of the list which we solicited and our companion during that scorching day.

Throughout our acquaintance, we have found "Pete" a willing worker and one seeking to do his bit and a little more. His ability and geniality

promise a successful career in the large Canadian city.

"Pete" went to the Juvenile Court in 1938 where he was in charge of statistics and research. His training and professional experience give him special qualifications for that important field. He has a B.S. in Business Administration from Pitt as well as an M.A. from the same institution. In his work for his Masters degree he took courses in Carnegie Tech.

In his professional experience he has been research assistant in the Department of Sociology at the University of Pittsburgh; directed community studies in Rankin, Pa. and the Soho and Bloomfield sections of Pittsburgh; was director of a recreational study for Westinghouse Electric Company in the industrial communities in the Turtle Creek Valley and supervisor in charge of research for the Pittsburgh Council on Adult Education.

As an author, "Pete" has written "Educational and Recreational Opportunities and Facilities in Allegheny County"; the Juvenile Court report of 1945 titled "Priceless, Handle With Care" and the 1947 report of the same court titled "Focus The Child."

He is married to the former Lois Mayne, a former resident of Beaver, who attended Geneva College and received her B.A. from Bethany. Mrs. Alapas was given her master's degree in social work at the University of Pittsburgh.

There is one son George, 26 months, who, in the language of his father, is "master of the household."

—o—

**Arthur T. Prasse, superintendent at the Pennsylvania Junior Republic, Grove City, has this story to tell on Jack Dunlap of New Castle and we have no doubt as to its authenticity for the veracity of the male member of the firm of Prasse and Prasse is impeccable.**

**Says Prasse, and we quote:**

**"I was sitting in my office October 1 when the telephone rang and Jack Dunlap was calling. He was as hoarse as a man could get and said he was going to the institute at**

**Clearfield next day if it killed him. Would I go along?**

**"Don't go until next week and you will be there the right Monday," I told him.**

**"Now see here, Prasse, I may be hoarse but I know the date. Its tomorrow and I am going. Do you want to go with me," answered Dunlap.**

**"Betcha a hat," I said.**

**This caused Dunlap to slow up and I could hear him calling to his wife. I could hear him say "Prasse says that the Clearfield institute is not tomorrow, October 11, but October 18."**

**"There was a full minute of silence and then Dunlap came back, hoarse as ever. "Your right, Prasse, it's next Monday."**

**I then told him to get rid of his cold and I would meet him in Clearfield and here we are.**

**Prasse was nursing a torn finger while he received recently while playing toreador on his farm when a bull got out of control and it became the duty of Prasse to subdue it. The bull was killed in the ensuing scuffle with the minor injury to one of the Prasse digits.**

—o—

Mrs. Florine Koegler, president of the Pennsylvania Association on Probation and Parole, was named "Woman of the Week" on September 26 by the Pittsburgh Post Gazette in an article accompanied by an excellent picture of Mrs. Koegler.

In her customary modest way, Mrs. Koegler forgot to secure copies of the newspaper until more than a week had elapsed and friends from outside Pittsburgh began to ask for the article. One of these persons was Dr. E. Preston Sharp, former director of the Bureau of Community Work and now head of correctional institutions for the state of Maryland.

In the article, the newspaper discussed Mrs. Koegler's duties as supervisor of the Women's Division of the Allegheny County Quarter Sessions Court, her presidency of the

Pennsylvania Association on Probation and Parole and her life of service to her community and probation clients. Included in the list of positions of honor held by Mrs. Koegler is that of member of the board at Muncy.

In her work as president of the Pennsylvania Association on Probation and Parole, Mrs. Koegler has been very active, working day and night to have the association's program achieve success. The Association joins with Mrs. Koegler's many friends in congratulating her upon this, her latest honor.

—o—

Things can happen rapidly for John Lawson, former president of the state association, who officiates as director of parole at the Pennsylvania Industrial School at Camp Hill.

In Pittsburgh on business one day, Lawson managed to complete his affairs in time to return to his home in the Camp Hill community only to slip and fall the next day and injure himself so severely that a stay in a hospital became necessary.

"Just one of those things" explains John, who cooperated with The Quarterly in the planning of the special Pennsylvania Industrial School section of this issue.

—o—

Thirty one years in the Juvenile Court of Allegheny county ended for J. Armer Downs when Mr. Downs retired in September from his post as supervisor.

Leaving the court service for the last time, "Jack" philosophized "There have been many changes since 1911 and the probation officer has taken upon himself the stature of a professional person, trained with skills to give to children understanding and advantages not dreamed in those earlier days." This Mr. Downs said not in criticism of the earlier worker but merely to observe the progress made in correctional work during the span of his career.

Jack Downs was born in Old Alle-

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## PROBATION TOOLS

By **MARGARET E. BIDDISON**  
Department of Welfare

Probation officers who are frequently called upon to serve on program committees and as leaders in service clubs and other community groups may find the following helpful.

NEWSWEEK Magazine has a Club Bureau which functions from September through May supplying material free of charge to qualified leaders of recognized groups. A supplementary publication, PLATFORM, is issued monthly (except June, July, August). The Bureau furnishes a discussion-guide, a program-planning and "idea" service, information on what is being done in other communities; helps put you in touch with other sources of information and assists in finding effective means of purposeful community action.

Typical topics appearing in past issues of Platform include: Juvenile Delinquency, A Christmas Party, Town and City Planning, Building a Healthy America, A Nutrition Program, The Community and the Arts, The Red Cross Volunteer Services, America's Children.

The Bureau is guided by suggestions from its users, and users are under no obligation except to notify the Bureau when they cease to use the service in group activities.

All inquiries should be addressed to Newsweek Club Bureau, Newsweek Building, 152 West Forty-Second Street, New York 18, New York.

"Youth Leaders Digest" published by Youth Service, Inc., Box 510, Peekskill, New York, might be worth looking into. They promise no "hot air", coverage of all the many fields related to Youth Welfare, presentation of both sides of controversial subjects, and "boiled down" information on Recreation, Schools, Health, Camping, Guidance,

Safety, Delinquency "and many other fields."

From this same source comes a monthly Bulletin "Program Peps" providing free and low-cost source material for program directors at \$2 a year.

Subscription rates for the Digest are \$3. Reduced combination rates for the Digest plus their own publications.

If you're not a member of the National Probation and Parole Association you may not be familiar with "Focus", published six times yearly by the Association. Subscription price is \$1.50 a year but subscription is included in membership dues.

The September, 1948, issue has two articles of interest—"Parole in Relation to the Classification Process," by the chairman of the California Adult Authority, Walter A. Gordon, and "Crime and the Child," by Robert Linder.

Mr. Gordon makes the point that parole is neither separate and distinct from the process of classification nor a mere adjunct to classification. He discusses the whole classification process with parole as an integral part of it.

Mr. Linder writes of "situational" delinquents who break laws as a result of the social-economic-moral atmosphere and the less frequently met "basic" delinquents who, he feels, are truly sick persons. Mr. Linder recommends that juvenile courts be reconstituted to permit diagnosis to separate children into these two quite different groups. He has further recommendations; summarizes his feelings thus—"Let us stop trying to prevent crime: let us concentrate on preventing criminals. We have everything the job requires except the will to do it."

Plans are already underway for a Midcentury White House Conference on Children. A Joint Interim Committee has been named, a Con-

(Continued on Page 39)

## State Parole Board News

Except for vacations, the main extra-curricular activity by the Parole Board personnel this summer has been wondering about the results of the Civil Service examinations held in June. Appointments are expected in the near future.

Following are reports from some of the districts:

### Central Office, Harrisburg

Major Henry C. Hill, Chairman of the Board, underwent a major operation in July to correct a stomach condition. Major Hill had a remarkable quick recovery from the surgeon's manipulations, and was back at the office within three weeks.

The Board was represented at the Congress of Correction in Boston by Mr. Theodore Reiber, Board Member, and Dr. G. I. Giardini, Superintendent of Parole Supervision. Dr. Giardini is on several committees of the Congress.

The Conference on Developments in Public Social Welfare and Their Implications for Education, held in Harrisburg October 15th and 16th, was attended by several representatives of the Board. This Conference brought together the public agencies administering social services and delegates from schools, colleges, and universities of the State. The sessions were devoted to analysis of the type of work done by the State agencies and the preparation needed for employment in this field, along with consideration of the role educational institutions have in preparing students for the public welfare field. The conference was part of a continuing plan for joint study and action by the two groups.

### Philadelphia Office

Mr. St. Alban Kite, assistant director, Department of Institutions and

Agencies, Trenton, New Jersey, dropped in to District Office No. 1 on 7-2-48, and a very pleasant visit was had with him.

Mrs. Jessie Weber resigned 9-30-48. We are sorry to lose her services.

Agent William H. Kelly was awarded a plaque at the University of Pennsylvania upon completion of a course in local and state government.

### Wilkes-Barre Office

Parole Agent Harry Meiss, while engaged in a "fast" game of badminton, tried to "kill a high bird". He failed to connect with the "bird" but did connect with the ground—resulting in a broken wrist. He is presently performing his duties with a cast on his wrist.

### Butler Office

Butler Office staff members offered Anniversary Congratulations to Supervisor McFarland and Agent Longo and their wives—many long years of wedded bliss for each.

Nancy Brickle, former stenographer in this office, made a personal visit recently and everyone was glad to see her looking so well. Nancy, you will recall, was forced to resign her position quite some time ago due to a serious illness.

### Erie Office

We are pleased to announce the birth of a daughter to Mrs. Joseph J. Kubiak, nee Shirley J. Johnson, who until a few months ago was an employee of our office. Daughter was born on September 30th and last word received was that mother and child are doing very well.

### Altoona Office

Mrs. L. Marian McGregor, senior stenographer, resigned to welcome the arrival of Sir Stork.

Mrs. Mabel Irene Corle spent her vacation with her brother in York and at a summer camp near Altoona.

Agent Ault and his wife enjoyed Atlantic City for a week and then they played tennis and golf in the Pocono Mountains.

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## New Books and Booklets

John R. Ellingston, **Protecting Our Children From Criminal Careers;** Prentice-Hall; New York, 948; 374 pp.

The author, field representative of the American Law Institute, observed at close range the functioning of the California Youth Authority. His book is centered around this recent venture of diagnosis and treatment of juvenile offenders. It is mainly divided into two parts, "Correction at the State Level," and "Services to All Youth at the Community Level." There are also general discussions of such problems as "Can reform schools be transformed?," "Delinquency as a family problem," "The unsolved problem of leisure time." The Adult Authority of California is presented in the appendix. Members of the Pennsylvania Association on Probation and Parole will be particularly interested in the following reference to their sister organization in California:

"...the Youth Authority works closely with the California Probation and Parole Officers' Association both to develop uniform records and practices among all probation departments and to establish uniform standards for all probation officers. To achieve these aims the Association set up in 1945 a Standards Committee of nine members including seven probation officers, one parole officer, and one representative of the Youth Authority. The Committee drew up minimum qualifications for probation officers. The Association accepted these in 1946 and incorporated them in a bill for presentation to the Legislature making the standards mandatory in all counties. In addition the Youth Authority aids in organizing in-service training programs and regional meetings for probation officers. . . ."

**Uniform Crime Reports for the**

**United States and its Possessions;** issued by the Federal Bureau of Investigation, United States Department of Justice, Washington, D. C., Volume XIX, No. 1, Semi-annual Bulletin 1948, 72 pp.

These uniform crime reports, published by the F.B.I., have proven of inestimable value for the appraisal of the extent of crime in the United States. Each of these bulletins contains a summary of the crime trends during the preceding half year. It also presents tables on types of offenses, broken down as to the various regions and states of the United States, cities of different sizes, and rural areas. There are data on the number of police employees throughout the nation and finally an analysis, on a yearly basis, of offense cleared by arrest, persons charged or held for prosecution, persons found guilty, etc. In the appendix there are found data compiled from fingerprint records of the F.B.I. Interesting items in the most recent bulletin are the following: On the basis of 100,000 inhabitants, 1.72 cases of murder and non-negligent manslaughter were recorded in Pennsylvania as compared with 2.86 in the entire nation. Eighty of every 100 crimes against the person were cleared by the police in 1947; for each 100 crimes against property, almost 26 were cleared by arrest. During the first half of 1948, males and females under 21 years of age arrested and fingerprinted number 60,862, constituting 16.1% of the total arrests. Of the 377,933 arrests records for the period of January through June 1948, 218,448, or 57.8%, represented who already had fingerprint cards on file in the Identification Bureau of the F.B.I.

**A State Program for the Prevention and Treatment of Delinquency of Children and Youths in Pennsylvania;** published by the Pennsylvania Committee on Penal Affairs of the Public Charities Association, Philadelphia and Pittsburgh, 1948.

(Continued on Page 39)

## SALARY BOARD HAS NO JURISDICTION IN MATTER OF PROBATION OFFICERS' SALARIES, SAYS CAMBRIA SOLICITOR

The act of the last legislature, giving a Salary board the sole right to fix salaries for probation officers, who are direct appointees of the court, is believed to be unconstitutional in the opinion given by Philip Shettig, Cambria county solicitor, to the commissioners of that county during the past 90 days.

Prior to the act in dispute, judges fixed the salaries of the probation officers and probation office employes. Under the new bit of legislation, this power was taken from the judges and vested in the Salary Board of which the judge is a member in respect to matters pertaining to his probation staff. In some counties this new procedure has met with little opposition but in others there has been widespread displeasure, chiefly because it has taken from the judiciary some of its powers to staff its departments as it deems necessary for efficient discharge of the judicial functions. Consequently, the opinion of the Cambria county attorney is looked upon with much interest throughout the state and is believed to be a prelude to a test before the State Supreme court.

### Opinion In Detail

Opinion of the Cambria county (Johnstown) attorney, as contained in a letter to the county commissioners, follows:

**The County Commissioners,  
Ebensburg, Penna.**

**Gentlemen:**

You have requested me to advise you as to whether or not, in my opinion, the Act of Assembly approved the 5th day of July, 1947, P. L. 1308, is effective as respects employes of the courts.

Section 304 of the Act of Assembly, in question is new, that is, it constitutes legislation which is not

in the form of an amendment of existing legislation. The pertinent part of said action reads as follows:

"Section 304, Number and Compensation of Officers, Deputies, Assistants, Clerks and Employees.—At its first meeting on the effective date of this act, the board shall, subject to limitations imposed by existing law, fix the compensation of all appointed county officers and the number and compensation of all deputies, assistants, clerks and other persons, whose compensation is paid out of the County Treasury (except employes of county officers who are paid by fees and not by salary) and of all court criers, tipstaves and other court employes, and of all officers, clerks, stenographers and employes appointed by the Judges of any court and who are paid from the County Treasury. Thereupon, the number and compensation of all such officers, deputies, assistants, clerks and persons, whether fixed by statute or by any other method, and hereby repealed.

\*\*\*\*\*

Said Act of Assembly, under Section 306, contains in subsection (b) reference to number or salaries of the court criers or tipstaves or other court employes and in said subsection provides that the President Judge of the Court shall sit as a member of the board as long as any matter effecting the court criers, tipstaves or employes of his Court is under consideration, and no longer.

There are many decisions by the courts of Pennsylvania, as well as other states, which hold that courts have inherent power to do all things that are reasonably necessary for the proper administration of their office within the scope of their jurisdiction.

This matter was very thoroughly discussed in the case of *Rosenthal vs. Luzerne County 12, District Reports 738*.

The question was considered and discussed at great length in the case of *In re: Surcharge of County Commissioners, 12 District and County Reports 471* by Honorable George W. Maxey, then a Judge of the Common Pleas Court of Lackawanna Co. and now Chief Justice of the Pennsylvania Supreme Court.

The decisions in the two cases above mentioned are based upon constitutional provisions and while there are no more recent cases than the one in which Judge Maxey filed the opinion, which are in exact accord on their facts, there can be no legislation which would change the law as it stood at that time.

Article V, Section 1, of the Constitution provides as follows: The judicial power of this Commonwealth shall be vested in a Supreme Court, in Courts of Common Pleas, etc.

It has been held uniformly that the grant of power contained in the Constitution carries with it certain inherent powers necessary to the proper functioning of the courts in which the judicial power is vested.

For the legislature to attempt to abridge the inherent powers, of the courts or the inherent powers of any other branch of government, such as, for example, the executive, would be a vain thing.

Among the inherent powers of courts is the right to appoint stenographers, court reporters, court criers, tipstaves, interpreters and all other employes whose presence and services are requisite to the proper functioning of the Court.

The Court alone, through its membership, is vested with the powers necessary to guarantee and provide for the proper functioning of the Court. The Legislature may not take away from the Court these

powers, nor may it undertake to delegate them, in whole or in part, to others than the judges.

I am of the unqualified opinion and so advise that the above mentioned Act of Assembly, adopted in the 1947 Session of the Legislature, is not effective to take away from the Judges of the Court the right to determine the number and salaries of the employes of the Court and that such right and power is vested solely in the Judges. The salary board has no control over their discretion and has nothing whatever to do with or to say about the number of employes whom they shall appoint, nor the salaries to be paid to such employes.

If the Board of County Commissioners or the salary board desire that a further citation of authorities be given in support of this opinion, I shall be glad to furnish a more detailed statement of the law which prevails here. It will not however, have any bearing upon my opinion, which is as above expressed.

Very truly,

(Signed) Philip N. Shettig  
County Solicitor.

#### PROBATION TOOLS

(Continued from Page 32)

gressional appropriation for preliminary work has been made, and a start made in preliminary activities.

An article in the September, 1948, issue of "The Child", titled, "Why a Midcentury White House Conference on Children?" reviews briefly the accomplishments of the White House Conferences of 1909, 1919, 1930 and 1940 and answers the "Why."

From time to time you may expect to hear more and more about this fifth of the series of White House conferences. Undoubtedly, there will be progress reports appearing in *THE CHILD*, published monthly by the U. S. Children's Bureau, Washington, D. C. *THE CHILD* is sent free, on request, to public officials and libraries. Otherwise the cost is \$1 yearly.

## NEWS OF PHILADELPHIA

### Edward G. Shmidheiser, Judge of the Municipal Court of Philadelphia, Dies

On September 25, 1948, Judge Edward G. Shmidheiser, Judge of the Municipal Court, passed away. He would have been 55 years of age on October 20, 1948. He was appointed to the Bench in 1938 and was elected in the following year for a full ten-year term, after getting the endorsement of both political parties.

Immediately after his appointment, he took a keen interest in the problems of domestic relations and juvenile delinquency, and it was in that field that he specialized during most of his time on the Bench.

President Judge, John A. Boyle, of the Municipal Court of Philadelphia, declared that "Philadelphia has lost a very able jurist,—one with a very humane and understanding approach to our social problems." Judge Shmidheiser will always be remembered by the members of the probation staff of the Municipal Court as a great social judge and a real humanitarian.

### Merit System Examinations For Probation Officers for the Municipal Court of Philadelphia

The Board of Judges of the Municipal Court of Philadelphia announced the appointment of four outstanding citizens as members of a committee to administer open and competitive examinations for vacant positions in the Probation Department. Chairman of this Committee is Dr. William C. Beyer of the Institute of Local and State Government of the University of Pennsylvania. Other members are Thomas B. K. Ringe, Attorney, and Dr. C. H. Smeltzer, Chairman of the Department of Psychology of Temple University.

Dr. Ray B. Hackman, Associate Professor of Psychology at Temple University, is acting as Executive Secretary of this Committee.

Written examinations were given on October 30th. The Philadelphia "Evening Bulletin" of July 12, 1948,

commented editorially upon this announcement: "The practice of the Municipal Court is a pleasing demonstration of what can be done by a public agency to tone up its services and incidentally to improve its public relations, even though it is not subject to a compulsory civil service law."

### Philadelphia Conference of Prevention and Control of Delinquency

The Philadelphia Conference for the Prevention and Control of Juvenile Delinquency was organized in January 1947, as a follow-up of the Washington Conference held in November 1946 under the auspices of the United States Department of Justice. The Philadelphia Conference has studied various phases of the youth problem in a great number of committee meetings and has recently submitted a number of important recommendations to the Committee on Juvenile Delinquency of the Joint State Government Commission, headed by Representative Jeanette M. Dye. Included in these recommendations are a number of suggestions regarding needed State facilities for delinquent children and youth, which had been made by Dr. John Otto Reinemann, Director of Probation of the Municipal Court of Philadelphia. They include the following:

Provision of institutions for defective delinquent boys under 15 years of age, for defective female delinquents of all ages from 12 years of age up, and for the more seriously delinquent but mentally normal girls under 16 years of age who require maximum control but who are not eligible for the presently existing training schools.

Another recommendation is that state-aid be given to counties which utilize foster homes for delinquent children and which have to pay higher rates than in ordinary child placement cases due to the special problems presented by these delinquent children.

## State Association To Support Three Proposed Acts For Assembly Action

Three proposed acts, which touch upon the field of probation, were submitted to the Executive Committee in recent session at Clearfield by Jack M. Dunlap and Edward Brubacker, co-chairmen, and approved. This means that the proposed legislation will have the support of the Pennsylvania Association on Probation and Parole during the coming legislative session and that the association will seek its enactment.

The first act would provide for the formation by law of a State Probation and Parole Association and give to all probation and parole officers the right to attend as a part of their official duties with expenses incurred by attendance to be paid by the counties or boards employing them. The present Pennsylvania Association on Probation and Parole is a voluntary association without legal pronouncement in the law of the state. The new act specifically names the association.

Another item would be an act to consolidate the appointment duties and powers of probation officers, assistant probation officers and their employes of the counties of fifth, sixth, seventh and eighth classes. In this act the court would fix the salaries of the Chief Probation officer, his assistants and employes and not a salary board.

The third proposed statute writes into the act of 1947, giving to salary boards the power to set salaries of all county employes, the right to appeal findings of the salary boards, first to the court of Common Pleas and then by appeal, to the Superior Court in the usual manner. In hearing before the Common Pleas court, the judge is considered a state officer and not a county. Right of subpoena of any court record applying to salaries is included in the bill and the court is instructed to hear such

evidence as will reveal the qualifications of the employe in question, salaries paid elsewhere for the same service, the value and nature of such services performed, previous experience and length of service of the person involved.

## Withdraw Suit Against Probation Officer

Suit of a Greene county farmer against Probation Officer James Meighen for heavy damages because of the murder of his wife by a 14-year-old boy, a ward of the Greene county court, was withdrawn recently by counsel when the plaintiff was remarried in Maryland.

The litigation attracted wide attention because it was one of the first suits against a probation officer who had placed a child in a foster home only to have the child participate in a criminal act which resulted in loss of life. State and national probation groups became interested in the defense of Probation Officer Meighen, fearing that a precedent would be established if he lost the suit wherein a probation officer would be financially liable in child placement if the placement had an unhappy ending in financial loss or physical harm to the foster parents.

## MRS. KOEGLER DETAILS

(Continued from Page 7)

sumed his duties August 1. As President of your Association and a resident of Allegheny County, I am very happy to welcome "Bill" to our county and I know you all join in wishing him success and happiness in his work.

Plan to attend the conferences in your area as these meetings can not be successful without your support and attendance.

## NEW BOOKS AND BOOKLETS

(Continued from Page 34)

In view of the important session of the next legislature, this state program for the prevention and treatment of delinquency of children and youth in Pennsylvania is particularly significant. It is based on investigation, studies and co-operation with the judges, legislators and public officials for many years. It includes eleven proposals covering 1) Juvenile court age; (2) Adequate salaries for probation officers; (3) Study on care of children awaiting court hearing; (4) Court clinics for children and youth; (5) Institutional facilities for youthful offenders; (6) Collection of statistics on delinquency and crime; (7) In-service training; (8) Forestry work camps for training youthful offenders; (9) Crime prevention service; (10) Departmental Advisory Board on Correction in the State Department of Welfare; (11) Survey of institutional facilities for the care of juvenile delinquents and youth offenders. These recommendations which are concerned with new legislation and new administrative procedures should be studied by everybody who is interested in a progressive program of crime prevention and delinquency control in our state. This pamphlet deserves wide circulation.

## STATE PAROLE NEWS

(Continued from Page 33)

Agent Dickey flew to Massachusetts to see his wife's family, and then to Canso, on the Bay of Fundy, Nova Scotia, for a brief visit with his brother.

Supervisor Kurtz took short motor trips from Harrisburg to Washington, D. C., Baltimore, Philadelphia, and the Pocono Mountains, and visited with friends in Wyomissing.

Former Agent Albert R. Fleming, who suffered a cerebral hemorrhage over a year ago, continues to improve slowly at his Altoona home. With his wife, Al expects to spend the winter months with relatives in northern Florida.

## PROBATION STUDIED BY

(Continued from Page 9)

(1) We must heartily welcome the efforts of the United Nations to really carry out the spirit of its charter, namely, to "reaffirm faith in the dignity and worth of the human person, in the equal rights of man and woman." . . . "to promote social progress and better standards of life in larger freedom." . . . "to promote international co-operation in the economic, social, cultural, educational and health fields, and to assist in the realization of human rights and fundamental freedom for all, without distinction as to race, sex, language or religion."

(2) As Americans, we must feel both proud and humble that we are called upon to prepare such a statement on probation, as outlined before, to be used all over the globe. However, this should not cause us to be smugly satisfied with our achievements but should rather make us realize our great responsibility to provide and maintain adequately the probation services everywhere in the United States of America, on behalf of children and adults.

(3) The common deliberations of probation administrators from various parts of the country with persons representing the international machinery of the United Nations helped all those present to realize the need for an exchange of ideas and experiences on an international level. In this respect it was interesting to learn from Mr. Delierneux that seminars on the topic of probation and related items are being planned by the United Nations for next year to be held in the Far East, the Middle East and in Latin America. The United Nations will send experts to many countries who will discuss the organization of probation with local administrators, and the projected statement on probation will thus be used in a practical and constructive way.

**CAMP HILL**

(Continued from Page 29)

ted an enormous backlog of cases requiring psychiatric aid and, consequently referrals by the Classification Committee, the committing Judge, the Parole Board and the Superintendent have been confined mostly to those inmates who require study because of the type of crime committed, the particular behavior problem they represented, a desire to determine prognosis on release, or therapy. However, at this writing most of these cases have been processed and, although previous unavoidable personnel shortages have precluded routine psychiatric consultations on all inmates during the quarantine period, it is hoped that we will soon obtain objective.

In accordance with sound psychiatric principles special groups and work assignments have been established to remove from the general population poorly adjusted inmates (extreme emotional instability, severe neurotics, homosexuals, and mentally retarded).

One is impressed with the dominant neurotic themes prevalent in many of our inmates who exhibit so-called psychopathy, and the prominent part emotional factors play in producing delinquency. Therefore, in our psychiatric approach to the prisoner, efforts are directed toward making him increasingly aware of his faulty interpersonal relationships by giving him insight into the significance of his drives toward satisfaction and security so that he might comprehend his past and the influence it is exerting in his present behavior.

Ideally, the psychiatric functional unit is a team composed of a psychiatrist, psychologist, and social worker, and our efforts at White Hill have been directed toward the attainment of such a goal, for only in that fashion can the staff operate at a professional level. With this in mind a psychiatric and psychological library is maintained and staff meetings are held for the presentation of illustrative cases, dis-

cussion of pertinent problems and consideration of recent developments in the fields of psychiatry, sociology and penology. Later it is hoped that an in-service training program can be developed and integrated with the staff meetings for the training of related personnel.

**INNER SANCTUM**

(Continued from Page 31)

gheny, now known as the Northside Pittsburgh. He was employed in the Allegheny County Juvenile court in 1911, just eight years after it began. The chief probation officer then was Walter P. Black. Prior to Mr. Black the chief probation officer had been Marcus A. Fagg, who quit his Pittsburgh post to become chief probation officer of the Juvenile Court of Jacksonville, Fla.

When Jack Downs entered the service, the staff consisted of 13, officers receiving their salaries from private charitable agencies and not from the county. During his span of years, he saw the court grow to an organization exceeding 150 in number, the only court exclusively juvenile in its jurisdiction in the Commonwealth.

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New Chief Juvenile Probation Officer in Fayette County is William A. Chrise, who succeeded William D. Gladden August 1. Mr. Chrise, a resident of Fairchance, Pa., is a veteran of the first World War, a graduate in law at West Virginia university and active in Boy Scout and children's activities. He is married.

**FIRST JUVENILE COURT WAS**

(Continued from Page 6)

juvenile court system as it exists today.

There was not much that is new about the law itself. It was a codification of the existing laws of that state and an incorporation of some features of the laws of other states into one statute known as the juvenile court law. The only new and very important thing was the concept that a child who broke the law

was not to be regarded as a criminal, for the law provided that all persons under the age limit should be considered wards of the state and should be subject to the care, guardianship and control of the juvenile court. The delinquent child was to receive, practically the same care, custody, and discipline accorded the neglected and dependent child and which, the act stated, as might be that which should be given by his parents . . . . The proceedings were divested of almost all features which are attached to a criminal proceeding. Instead of arrest by warrant, examination by a magistrate, holding to bail, possible indictment, and trial by jury, the juvenile court procedure has substituted the less rigorous sequence of complaint, investigation, petition, summons, and an informal hearing. In short, the chancery practice was substituted for that of criminal procedure.

The Chicago Bar Association at the request of the State Board of Charities was asked to make a study of juvenile delinquency in 1898. Judge Harvey B. Hurd was appointed chairman of a committee to make the study. Dr. Hastings H. Hart was made secretary. It was principally through the efforts of these two socially minded citizens that the first juvenile court became a fact.

**WALTER ROME SERIOUSLY ILL**

Stricken suddenly ill at his home in Pittsburgh, Walter J. Rome, former chief probation officer, Juvenile Court, was rushed to the West Penn hospital in that city where he is recovering from hemorrhages brought about by stomach ulcers.

Mr. Rome became seriously ill 10 days ago before leaving his home for his offices as assistant superintendent of the Children's Hospital, Pittsburgh, a post he accepted in leaving the Juvenile Court last August 1. His condition bettered slightly and he went to his post but later, when he suffered a general worsening physically he was taken to the West Penn Hospital in

an ambulance. For a time he was in critical condition and blood transfusions were necessary. In recent days, however, he has been reported as greatly improved.

Mr. Rome was chief probation officer and superintendent of the Detention for more than 14 years. Last year he was a vice president of the Pennsylvania Association on Probation and Parole and at other times has served in important posts.

ATTEND DEC. 9th

INSTITUTE AT

WEBSTER HALL

HOTEL

PITTSBURGH,

PENNA.

## WE THANK OUR FRIENDS

The Quarterly thanks its many friends in this page for many gifts in funds and support during the past two years of publication. This magazine is able to meet its printing bills each quarter because of these friends.

In this issue, we not only had friends within the Pennsylvania Association on Probation and parole but also among the prominent personalities in the Commonwealth.

For many months, a man, whose name is not printed because he desires to remain anonymous, has paid at least \$60 each issue. This man resides in Fayette County and believes that the work of probation and parole is worthy of his patronage. When we saw him in October he told us to credit his contribution for the November issue to the men of the Fayette County Juvenile Council.

To Judge Samuel Weiss of Pittsburgh goes much of the credit for the appearance of the large edition of The Quarterly. After hearing our story one afternoon, Judge Weiss authorized a letter to many of his friends and funds were raised to aid the printing of the magazine.

To Mrs. Eliza Garber of Hollidaysburg and many others goes the thanks of The Quarterly for advertisements secured. Likewise, our good friend Arthur T. Prasse, superintendent of The Pennsylvania Junior Republic, Grove City, has been a patron.

To all of these, The Quarterly extends the thanks of the men and women of the correctional profession in Pennsylvania, who are the stronger and better prepared to serve the Commonwealth and its people because of the appearance each three months of this publication.

PAUL W. TIBBETTS,  
Business Manager.

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## THE PROBATION SURVEY

Scientific mind of Leon T. Stern probed the probation pictures in Pennsylvania during recent months and the conclusion a set of statistics and conclusions which The Quarterly prints in this issue in supplement form.

In publishing the Stern report, this magazine believes it is rendering a public service. It is the first time in the history of this association that a factual picture has been presented of probation as it exists within the several courts of the Commonwealth.

The facts re that there are many different probation levels in the grand old Commonwealth with different salary scales. In the interest of the correctional profession, The Quarterly in this issue devotes the following 28 pages to the survey by Mr. Stern, a respected and recognized authority in probation and parole and secretary of the Penal Affairs Committee, Public Charities Association.

# PROBATION SERVICE

in

## PENNSYLVANIA

*An Analysis of its Extent; Salaries; Case Loads; Appointment and  
Selection of Probation Officers; Tenure; Retirement;  
Training on the Job.*



**LEON T. STERN**  
*Secretary*

PENNSYLVANIA COMMITTEE ON PENAL AFFAIRS

OF THE

PUBLIC CHARITIES ASSOCIATION

for

PENNSYLVANIA ASSOCIATION ON PROBATION AND PAROLE

1948

### INTRODUCTION

This study of "The Probation Service in Pennsylvania" has been made by the Pennsylvania Committee on Penal Affairs of the Public Charities Association at the request of the Pennsylvania Association on Probation and Parole at its annual conference\* and upon action by its Executive Committee. The undertaking was approved officially by the Public Charities Association and the Pennsylvania Committee on Penal Affairs.

This survey, the first of its kind in Pennsylvania, includes an analysis of the appointment and selection of probation officers, the number of officers in the various jurisdictions, their general duties, salaries received, tenure and length of service, case loads, resources for training on the job, general probation problems, etc.

We can say that every official of the Pennsylvania Association on Probation and Parole gave information for this study and it has had the generous cooperation of the judges of our Commonwealth. However, we are deeply and particularly indebted to the former presidents of the Association, Mrs. Leola Curtin and John Lawson and to the president now in office, Mrs. Florine Koegler; we wish to make special acknowledgment of the ever present help of Paul Tibbetts, former president and now secretary of the Association.

Dr. John Otto Reinemann, now Director of Probation of the Municipal Court of Philadelphia, was engaged specially by the Public Charities Association to assist in this study and gave help from the very beginning when questionnaires were prepared until the time of the completion of this report. Ada L. Barnhurst, Research Assistant of the Pennsylvania Committee on Penal Affairs of the Public Charities Association, compiled all statistical material and gathered necessary data.

We wish to thank the many cooperating agencies from whom we obtained information in making com-

\*Reading, 1947

parative analyses: The National Probation and Parole Association; the federal probation officers; the State Parole Board; the State Department of Public Instruction; and the State Secretary of the Budget, Edward Logan. The Editor of *The Quarterly*, William D. Gladden, gave his warm-hearted aid in time of trouble and publicized this report in *The Quarterly*. We are now also deeply indebted to the management of that journal for publication of this report as a supplement to *the Quarterly*.

We desire to express our appreciation to each of the judges and probation officers of Pennsylvania without whose courteous and effective assistance the exhaustive data of this report could not have been gathered. Every questionnaire sent out was eventually filled out and returned, despite press of work of very busy probation offices. There is, thus, no court or probation office missing from the record.

The Pennsylvania Committee on Penal Affairs is happy indeed to have been able to undertake this valuable survey for the Pennsylvania Association on Probation and Parole, and to present the findings to its members and to judges and probation officers of the State.

LEON T. STERN

### WHAT IS PROBATION?

#### Purpose and Function

Probation is one of the most widely used methods for dealing with children and adults. It is humane and scientific because children and adult offenders placed on probation are allowed to remain at home and are dealt with in their own environment under the care of a trained and qualified officer of the court appointed by the judge for that task. It not only is more normal than imprisonment or institutional care, but in addition, saves money for the State in institutional buildings and care and saves the offender for himself and for society. It is a boon both to the family and to the community.



Probation has its legal origin, as far as children are concerned, in the simple fact that the judge of the juvenile court stands in place of the parent and can take protective action in the child's behalf and save him or her from a life of delinquency or crime. As far as adults are concerned, it has its juridic origin in the fact that no one can direct the judge when to impose sentence. Therefore, the practice grew up of deferring sentences in special cases, reinforced by statutory law.

Beginning as a mercy, one chance more, it was, at first, conducted with the cooperation of interested private individuals and religious groups who came forward to assume responsibility for children and men and women released. It is now agreed that probation is not a mercy but a method of extra-mural treatment which should be used only after careful study of the offending child or adult by qualified specialists and investigation by a probation officer before the judge makes his decision.

The modern probation officer is a trained person of high character and a skilled practitioner in the art of dealing with individuals in trouble, using the full resources available in the community for this purpose. Case work is becoming an integral part of the job. Supervision in the home and the cooperation of community agencies is essential.

Probation was first used largely with children and its use for children in juvenile court has always been within the discretion of the judge. Probation officers attached to the juvenile court perform a function both in the prevention and treatment of juvenile delinquency. The raising of the juvenile court age in Pennsylvania to 18 in 1939 has proven to be a boon to many communities. In up-state Pennsylvania, the only resource the courts and families have in dealing with delinquent adolescents is the probation officer.

However, as far as adult probation is concerned, there were many exceptions made formerly by statute,

as to who could or could not be placed on probation by the judge presiding in criminal court. Usually, adults committing murder, burglary, robbery, serious sex offenses, etc. were excluded. With the growth of individual study of offenders before the judge makes his decision, these restrictions, with the exception of murder, are disappearing throughout the country. In 1941, all restrictions on the use of probation for adults were removed by the Pennsylvania General Assembly, except for murder.

Among adults placed on probation are husbands or fathers who fail to support their wives or families, fathers of illegitimate children. The probation officer aids in the collection of court orders in these cases as well as in the collection of fines and costs paid in installments on order of the judge. A basic service is being rendered, the judges feel, when a fine is collected in installments, thereby saving a man from prison, and, in addition, bringing in revenue for the State. The collection of support orders is most helpful to the family and prevents wives and children from becoming public charges.

Collection work has raised many questions. It may become so burdensome that it interferes with the officer's case work. In order to relieve the probation officer of this burden, special persons are appointed for this task by a number of courts.

Probation officers in Pennsylvania courts, at times, also supervise parolees released from local prisons in Pennsylvania. The task of parole supervision is akin to that of probation supervision except that the parolee has often committed a more serious offense and, therefore, may require closer supervision.

It is natural that probation and parole service should be more often used in the metropolitan and industrial areas of the State than in the rural and small-town sections, since more offenses are committed in these areas and therefore more individuals are placed on probation or parole by the courts there. However, probation

is just as important in rural sections of the State as anywhere else, because of the help it offers to the rehabilitation of the individual and his adjustment to community life.

The basic difficulty with probation service in Pennsylvania and other parts of the country is under-staffing and heavy case loads. Individual probation officers often carry too great a variety of cases. Probation officers of the court are too often inadequately paid. In the smaller communities and rural areas throughout the country, including Pennsylvania, salaries are still vastly below a reasonable standard.

Despite these difficulties which should be removed from probation service to develop it to its utmost usefulness and to give greatest benefit in the rehabilitation of offenders, young and old, the service has many bright spots. There are outstanding probation departments throughout the country. Pennsylvania has a number of shining examples in courts, large and small. The increasing development of probation and parole facili-

ties of this type for those who can best profit by it is an objective which this survey, it is hoped, can help the Penna. Association on Probation and Parole to attain.

#### COUNTY PROBATION OFFICERS

##### Appointment: Salary Determination

Judges of the courts of record of the State of Pennsylvania have the authority to appoint probation officers.

These courts include the Common Pleas Courts whose judges conduct criminal trials, hear non-support cases and hear juvenile cases.

They are grouped into 58 judicial districts consisting of one, two or three counties each. Fifty judicial districts consist of one county each; 7 judicial districts consist of two counties each; and one consists of three counties. Judicial districts consisting of one county each have one or more judges presiding over the courts. Those consisting of two or three counties and which are in the less populous areas of the State have one judge presiding over all courts of the district.

#### JUDICIAL DISTRICTS OF PENNSYLVANIA

No. of Dist.	Counties Comprising Districts	No. of Dist.	Counties Comprising Districts
1	Philadelphia	20	Huntingdon
2	Lancaster	21	Schuylkill
3	Northampton	22	Wayne
4	Tioga	23	Berks
5	Allegheny	24	Blair
6	Erie	25	Clinton, Cameron, Elk
7	Bucks	26	Columbia, Montour
8	Northumberland	27	Washington
9	Cumberland	28	Venango
10	Westmoreland	29	Lycoming
11	Luzerne	30	Crawford
12	Dauphin	31	Lehigh
13	Greene	32	Delaware
14	Fayette	33	Armstrong
15	Chester	34	Susquehanna
16	Somerset	35	Mercer
17	Union, Snyder	36	Beaver
18	Clarion	37	Warren, Forest
19	York	38	Montgomery

No. of Counties	Comprising	No. of Counties	Comprising
Dist.	Districts	Dist.	Districts
39	Franklin	49	Centre
40	Indiana	50	Butler
41	Juniata, Perry	51	Adams, Fulton
42	Bradford	52	Lebanon
43	Monroe, Pike	53	Lawrence
44	Wyoming, Sullivan	54	Jefferson
45	Lackawanna	55	Potter
46	Clearfield	56	Carbon
47	Cambria	57	Bedford
48	McKean	58	Mifflin

There are, in addition, three specially created courts established by legislative enactment:

(a) The Municipal Court of Philadelphia 1/ has exclusive jurisdiction in juvenile cases, in desertion or non-support cases, in cases of women arrested for disorderly street-walking, over incorrigible, runaway, and disorderly children 18 to 20 years of age, and in cases of adoptions. It also has concurrent jurisdiction with the Courts of Quarter Sessions of Philadelphia County in cases of misdemeanors and certain crimes;

(b) The County Court of Allegheny<sup>2</sup> has exclusive jurisdiction in desertion and non-support cases, and in all cases involving support of a child born out of wedlock, where the father admits parentage, and where he is willing to support the child; 2/

(c) The Juvenile Court of Allegheny County is a separate court for juveniles with exclusive jurisdiction in children's cases; 3/

Probation officers are appointed by the judges of these courts and paid out of county funds. Creation of positions of probation officers must be authorized by the fiscal authority of the county and budgeted for by the county commissioners.

Salaries of probation officers in Philadelphia are fixed by City Council 4/ and by the salary boards of counties of the 2d to 8th class. 5/

1/ Act of July 12, 1913, P. L. 711

2/ Act of May 5, 1911, P. L. 198; amended April 10, 1945, P. L. 184, Sec. (g) added.

3/ Act 312, June 3, 1933, P. L. 1449

An Opinion dated August 5, 1948, by County Solicitor Philip N. Shettig, of Cambria County, concerning Salary Bill of 1947, stated that:

"I am of the unqualified opinion and so advise that the above mentioned Act of Assembly, adopted in the 1947 Session of the Legislature, is not effective to take away from the Judges of the Court the right to determine the number and salaries of the employes of the court and that such right and power is vested solely in the Judges. The salary board has no control over their discretion and has nothing whatever to do with or to say about the number of employes whom they shall appoint, nor the salaries to be paid to such employes."

In some of the judicial districts, salaried probation officers have not been authorized by the county fiscal authorities. The reason may be lack of financial resources in some counties or because fiscal authorities have not set aside funds for the purpose. However, in both large and small counties, with or without the necessary resources, there are courts in which probation service is lacking or inadequate.

#### EXTENT OF SERVICE IN PENNSYLVANIA

##### 1. Number of Officers: Salaried; Part Time; Designated Persons, Etc.

In the entire State, there are 421

4/ Act No. 55, approved May 2, 1947, P. L. 134

5/ Act No. 524, sec. 303, approved May 5, 1947, P. L. 1308

salaried full-time probation officers appointed by the courts; they serve in 47 counties. The majority, 272, are attached to the courts of Philadelphia and Allegheny counties; 149 are in the upstate counties.

Of the 421 officers, 225, or 52 percent, are male and 195, or 47 percent, are female.

Table I  
Probation Officers: By Sex

	Total	Male	Female
Total	421	225	196
Percent Distribution	100	53	47
1st and 3d class			
Counties	272	139	133
Upstate counties	149	86	63
3d to 5th class	110	66	44
6th to 8th class	39	20	19

##### 2. Part-time Officers

In addition to full-time probation officers, 17 courts appoint probation officers on part-time basis: 20 are paid, 12 unpaid. Those who are paid receive from \$200 to \$1,200; the majority receive less than \$1,000. In one county, officers are paid on a case basis plus mileage.

The part-time officers include: a teacher, a community nurse, a member of a water board, a constable, a law librarian, sheriffs, associate judges, a clergyman, and an insurance agent. Part-time officers are more often found in counties that have less than 100,000 population.

The appointment of constables and sheriffs and other county officials employed for the prosecution of offenses is questioned by authorities as not good practice.

##### 3. Designated Persons

In some counties not having regular paid probation officers or without sufficient probation staff for all cases, designated persons are appointed for particular cases. Such designated persons act as voluntary probation officers. In three counties having part-time officers for men, designated persons are appointed,—in one county for juveniles, in two counties for wo-

men and girls. In one county, designated persons are appointed only for cases of men and in other counties, where there is a full-time officer, designated persons are appointed for women and girls.

##### 4. Rural Child Welfare Unit

Courts in two less populous counties report that workers from the Rural Child Welfare Unit assist the women probation officers. This was not one of the specific questions on which information was requested for the study, but the situation may be the same in other counties covered by the Unit. 1/

#### DISTRIBUTION OF SERVICE IN COUNTIES

For the purpose of this study, probation officers' salaries will be considered according to the more populous and less populous areas of the State. As may be expected, there are a greater number of probation officers in the more populous, metropolitan, urban and industrial areas of the State than in the rural and small-town areas.

##### 1. Classification of Counties and Probation Service According to Population

Our analysis of the distribution has been related to the State classification of counties made according to population. By statute, Pennsylvania is divided into 8 classes of counties, based on the 1940 census, as follows:

**First class:** Population 1,500,000 and over. (Philadelphia 1,931,334).

**Second class:** Population 800,000 to 1,500,000. (Allegheny 1,411,539).

**Third Class:** Population 250,000 to 800,000. (Luzerne 441,518; Delaware 310,756; Westmoreland 303,411; Lackawanna 301,243; Montgomery 289,247).

**Fourth class:** Population 150,000 to 250,000. (Berks 241,884; Schuylkill 228,331; Cambria 213,459; Lancaster 212,504; Washington 210,852;

1/ The Bureau of Community Work, of the Department of Welfare administers federal funds for extending services to children in areas of special need,—largely dependent and neglected children in rural counties.

Fayette 200,999; Erie 180,889; York 178,022; Lehigh 177,533; Dauphin 177,410; Northampton 168,959; Beaver 156,754).

**Fifth class:** Population 100,000 to 150,000. (Blair 140,358; Chester 135,626; Northumberland 126,887; Bucks 107,715; Mercer 101,039).

**Sixth class:** Population 50,000 to 100,000. (Lawrence 93,877; Lycoming 93,633; Clearfield 92,094; Butler 87,590; Somerset 84,957; Armstrong 81,087; Indiana 79,854; Cumberland 74,806; Lebanon 72,641; Crawford 71,644; Franklin 69,378; Venango 63,958; Carbon 61,735; McKean 56,673; Jefferson 54,090; Centre 52,608; Columbia 51,413; Bradford 50,615).

**Seventh class:** Population 20,000 to 50,000. (Greene 44,671; Mifflin 42,993; Warren 42,789; Huntingdon 41,836; Bedford 40,809; Adams 39,435; Clarion 38,410; Tioga 35,004; Clinton 34,557; Elk 34,443; Susquehanna 33,893; Wayne 29,934; Monroe 29,802; Perry 23,213; Snyder 20,208).

**Eighth class:** Population less than 20,000. (Union 20,247; Potter 18,201; Wyoming 16,702; Montour 15,466; Juniata 15,373; Fulton 10,673; Sullivan 7,504; Pike 7,452; Cameron 6,852; Forest 5,791).

The salary range, average salaries and median salaries of chief probation officers, assistants, supervisors and staff officers have been analyzed. The following highlights are significant.

## 2. Salary Range By Classes of Counties

In the two courts of the first class county (Philadelphia), salaries range from \$2,300 to \$3,800. Salaries of chiefs are \$6,500. In the three courts of the second class county (Allegheny), the range is from \$2,076 to

1/ This does not include one special probation officer earning \$4,428

2/ The median salary—the salary which is midway between the minimum and maximum salaries—has perhaps more value for general comparison than the average in that it discounts unusually high or unusually low salaries

\$3,960.1/. Salaries of chiefs range from \$3,500 to \$5,856.

In the 3d to 8th class counties, salaries range from a minimum of \$900 to a maximum of \$3,830 for full-time probation officers, excluding chiefs. The salaries of men chief probation officers range from \$1,500 to \$4,600 and of women chief probation officers from \$2,700 to \$3,200.

## 3. Average Salary in Classes of Counties

The average salary of chief probation officers in Pennsylvania is \$3,583; in counties of the 1st and 2d class, the average is \$5,493; in counties of the 3d to 8th class, the average salary for chief probation officer is \$3,236.

The average salary of assistants and supervisors in the 1st and 2d class counties is \$3,525.

The average salary for staff probation officers in the State is \$2,571; in counties of the 1st and 2d class, the average is \$2,723; in counties of the 3d to 8th class, the average is \$2,256.

## 4. Median Salary 2/ in Upstate Counties

(Excluding 1st and 2d Class Counties—Philadelphia and Allegheny)

The salaries paid men probation officers range from \$1,200 to \$3,830, with the greatest concentration of salaries falling between \$2,000 and \$2,800.

Women's salaries, \$900 to \$3,000, show the greatest concentration to be between \$1,500 and \$2,300.

The median salary for men is \$2,500; for women, \$2,070.

The median salary for chief probation officers is \$3,200.

## 5. General Distribution of Service by Counties

A detailed analysis of up-state counties, 3d to 8th class (outside of

3/ A metropolitan area is defined by the United States Census Bureau as a district including all the thickly settled territory in and around a city, a group of cities, with 50,000 or more population. They include: Philadelphia, Pittsburgh, Scranton-Wilkes Barre, Allentown-Bethlehem-Easton, Altoona, Erie, Harrisburg, Johnstown, Lancaster, Reading and York. (11 areas.)

## 6. Classification of Probation Service According to Judicial Districts

An examination was made of the probation service according to judicial districts. Of the 58 judicial districts of the State, 42 of the 50 one-county districts have full-time probation officers; 8 lack service; 3 have no probation officers and 5 have only part-time service.

**Table II**  
**PROBATION SERVICE IN EIGHT ONE-COUNTY JUDICIAL DISTRICTS**

Dist. No.	Name of No. Cos.	Tl. Cos.	Counties with:			
			Total	8	3	5
40	<b>1 Indiana</b>	1	1	—	—	
20	<b>1 Huntingdon</b>	1	1	—	—	
34	<b>1 Susquehanna</b>	1	1	—	—	
58	1 Mifflin	1	—	1	—	
54	1 Jefferson	1	—	1	—	
18	1 Clarion	1	—	1	—	
42	1 Bradford	1	—	1	—	
55	1 Potter	1	—	1	—	

Note: Names in bold type indicate no probation service in the county.

In 8 judicial districts consisting of two or three counties each and comprising a total of 17 counties, 5 of the counties have full-time probation officers; 6 have only part-time probation officers; and 6 have no probation service. In some of the judicial districts, county authorities supply probation service in one or more of the counties and in others they supply none or only part-time service. As a result, the judge with two or more counties in his district may have full-time probation assistance in one of his courts and have none at all or only part-time service in his other court or courts and sometimes no probation service in any of his courts. The following table analyzes this situation:

Of the 8 Judicial Districts having more than one county, only the 26th District, consisting of Columbia and Montour Counties, has probation officers in both counties of the district; in the 25th District, a three-county

Philadelphia and Allegheny Counties), was made to show the extent of probation service,—the employment of full-time officers, of part-time officers, and the absence of any probation service.

In these counties, there are 149 full-time, 32 part-time and specially designated persons are also used as the need arises. Twenty counties do not have full-time probation officers. The situation in each group is as follows:

In the **third** class counties, there are 42 full-time paid probation officers and one part-time. Salaries range from \$1,700 to \$3,420. (There is one Metropolitan-industrial area 3/ covering portions of two counties with large industrial centers.)

In the **fourth** class counties, there are 51 full-time probation officers whose salaries range from \$1,875 to \$3,830. (There are seven thickly populated metropolitan areas in this group of counties.)

In the **fifth** class counties, there are 17 full-time probation officers. Salaries range from \$1,116 to \$3,120. (Contains one metropolitan area.)

In the **sixth** class counties, there are 28 full-time probation officers and eight part-time officers. Salaries range from \$1,116 to \$2,800. Rural Child Welfare workers assist probation officers in two counties in their work with girls. Three counties have no paid probation officers.

In the **seventh** class counties, there are 10 full-salaried probation officers and 12 paid for part time. Due to the fact that 16 of the officers are men and 6 are women, and the law prohibits the supervision of women and girls by men, it has become a practice to use "designated persons" in counties to supervise such probationers. Salaries of the full-time officers range from \$900 to \$2,300.

In the **eighth** class, there is only one full-time probation officer whose salary is \$1,200. There are also 5 part-time officers in 4 counties. Designated persons are appointed in 5 counties.

district, Clinton and Elk Counties have full-time officers and Cameron County, a part-time officer. In the 37th District, consisting of two counties, Warren County has a full-time officer and Forest a part-time. There is a total of 12 counties in these Judicial Districts having no probation officers or only part-time service.

**TABLE III**  
**PROBATION SERVICE IN EIGHT TWO AND THREE-COUNTY JUDICIAL DISTRICTS**

Dist. No.	No. Cos.	Name of Cos.	Tl.	Counties with:		
				Total	No Part Full	5
17	2	Union Snyder	2	6	6	2
25	3	Clinton, Cameron, Elk	3	1	2	2
26	2	Columbia, Montour	2	2	2	2
37	2	Warren Forest	2	1	1	1
41	2	<b>Juniata Perry</b>	2	2	2	2
43	2	<b>Monroe Pike</b>	2	1	1	1
44	2	<b>Wyoming Sullivan</b>	2	2	2	2
51	2	<b>Adams Fulton</b>	2	1	1	1

Note: Names in bold type indicate no probation service in the county or counties.

To summarize,—in all the Judicial Districts in the State, there are twenty counties in which there are no probation officers or only part-time service. Of these, 8 are in one-county districts and 12 are in districts comprising two or more counties. 1/

(See Map in Appendix)

**7. Rank in Order of Population Density and Value of Industrial Products**

The relation between the counties' population and resources may give some indication of whether the county could support a probation service.

- 1/ Some of these counties may have appointed probation officers since this survey was conducted
- 2/ Compiled from the Eleventh Industrial Directory of Pennsylvania, 1947
- 3/ The Municipal Court of Philadelphia, since this study was completed, has raised the salary of its chief probation officer and staff officers 6 to 8 percent
- 4/ One probation officer receiving \$4,428 is on a highly specialized job, not comparable with other staff jobs

When the 20 counties without full-time service are arranged in order of greatest population, it shows Mifflin County at the top of the list, 99.8 per square mile, and Pike at the bottom of the list with population density of 13.7.

The one-county districts have greater population density than the two-county or three-county districts; the three counties in this group without probation service rank two, nine, and thirteen in density, and according to value of industrial products one, six and eleven. 2/

**COMPARISON OF PROBATION SALARIES IN PENNSYLVANIA WITH OTHER SERVICES**

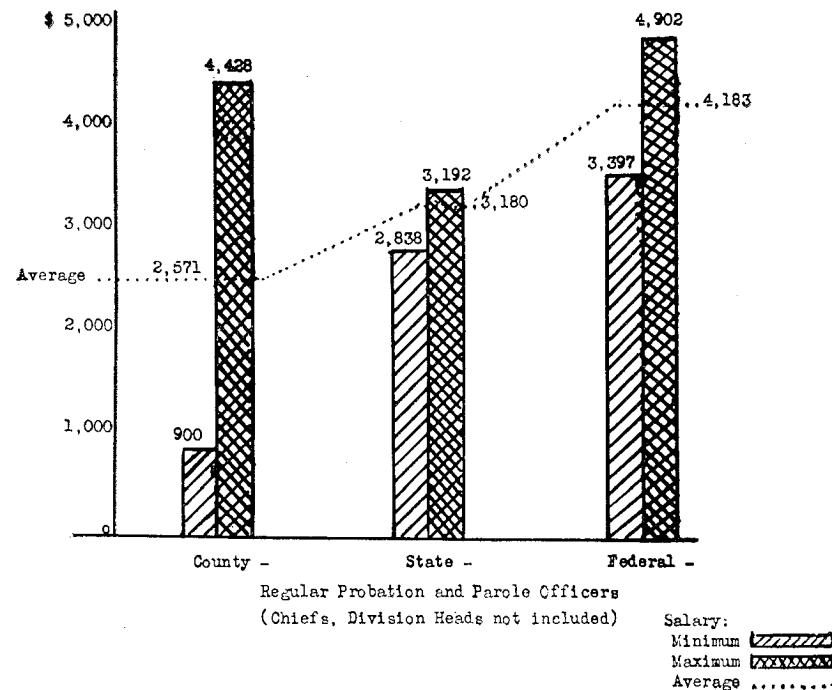
**A. Comparison of Probation service With Probation Service in Other States.**

1. Chief Probation Officers.  
The salaries of chief probation officers in Pennsylvania are lower than those of chiefs in the large cities of other states. An analysis made of the salaries of chief probation officers of the more populous cities of the country shows salary ranges from \$5,400 to \$12,000. In this list, the Philadelphia courts rank 16th and the Pittsburgh courts 25th and 28th. 3/ Salaries paid men chief probation officers in the upstate counties of Pennsylvania, (3d, to 8th class) range from \$1,500 to \$4,600, and for women chief probation officers from \$2,700 to \$3,200.

2. Staff Probation Officers.  
a. First and second class counties  
In first and second class counties, the highest salary paid to a staff probation officer is \$3,960. 4/ New York City, with which our metropolitan areas are most nearly comparable, pays a maximum of \$5,000 to staff officers.

b. Third, fourth and fifth class counties  
The population range in these counties, according to the 1940 census, is 101,039 (Mercer County) to 441,518 (Luzerne). The salary range is from \$1,700 to \$3,830. This is lower than the range in counties of other states

**CHART 1. SALARY RANGE AND AVERAGE ANNUAL SALARIES**  
**REGULAR PROBATION AND PAROLE OFFICERS: COUNTY, STATE, FEDERAL**



of comparable population where the salary range is from a minimum of \$1,800 to \$4,500. The maximum salaries reported in these counties are \$2,110, \$2,400, \$2,600, \$3,000, \$3,420. None of them reached the \$3,600 to \$4,500 maximum reported by similar counties of other states. When we compare salaries in both large and small counties outside of Pennsylvania with counties of this size in Pennsylvania, we find that the second highest salary \$3,000 paid outside of Philadelphia and Allegheny Counties is the same as that paid in two large counties in the states of Washington and New Jersey and in one county in California. An analysis further shows less populous counties in the states of Washington, Texas and Wisconsin pay a maximum salary of \$3,600 to probation officers. In certain comparable areas in Michigan and New Jersey, maximum salaries of \$4,000 are paid. The next higher range of salaries paid in other states, \$4,000 to \$4,500, is in Massachusetts where maximum salaries of \$4,280, \$4,320 and \$4,500 are paid. 5/

Small as well as large counties in other states pay higher salaries than do the most populous counties in Pennsylvania, outside of Philadelphia and Allegheny Counties.

#### B. Comparison With State Parole Service and Federal Probation Service

The salaries of the supervisors of the Pennsylvania Board of Parole range from \$4,500 to \$5,250 in Philadelphia and Pittsburgh districts and from \$3,792 to \$4,500 in other districts. In the Federal Probation Service, salaries of chiefs range from \$4,149 to \$4,902 in the rural areas and from \$4,029 to \$5,905 in the large metropolitan areas. These salaries are much higher than the salaries of chief probation officers, except in the two largest counties, as noted above.

The average salary for probation officers in Pennsylvania is \$2,571 per

5/ Salaries of Probation and Parole Officers in the U. S. 1947

National Probation Association, New York

annum,—\$2,723 in first class and second class counties and \$2,256 in third to eighth class counties. The State parole officers receive an average salary of \$3,180 per annum. The probation officer in first class counties begins at \$2,076. In some of the 3d and 8th class counties at \$900. Parole officers beginning salary is \$2,838. The average salary of Federal probation officers is \$4,183 per year with a minimum beginning salary of \$3,397. It is apparent that State parole and Federal probation officers' salaries are better balanced than the salaries of county probation officers.

(See Chart 1)

#### C. Comparison With School Teachers

In Pennsylvania, school Teachers salaries range from \$2,250 to \$3,325 throughout the State. In the 2d, 3d and 4th class school districts, they range from \$1,950 to \$2,700. (See Table 4).

#### D. Comparison With Adjusters

A comparison was also made with the salaries of insurance and claim adjusters in the State. These range from \$2,268 to \$2,838. (See Table 4).

\* \* \*

The most valid comparison of salaries of probation officers is with State parole officers and with Federal probation officers, since the duties are more nearly comparable. The comparison with teachers has some difficulty, because teachers are not paid on a twelve-month basis; then, too, a school teacher's position is more secure. The requirements of teaching service, such as certification, and salary increments based on education are absent in the probation service.

#### E. Salary Comparison: Probation Officers, Parole Officers, School Teachers and Insurance or Claim Adjusters

The salary range and average salary of staff probation officers,—county, state and federal,—and teachers of the various school districts of Pennsylvania, and insurance or claim adjusters employed by the State are shown in Table 4.

TABLE IV

	Minimum	Maximum	Average
1. County Probation Officers .....	900	4,428 6/	2,571
1st and 2d class counties .....	2,076	4,428 6/	2,723
3d to 8th classes .....	900	3,830	2,256
2. State Parole Officers .....	2,838	3,192	3,180
3. Federal Probation Officers .....	3,397	4,902	4,183
4. School Teachers (holding a Standard Certificate—the group more nearly comparable to probation and parole officers) .....	1,950	3,325	5/
1st class school district .....	2,250	3,325	1/
	2,175 4/	3,250 2/	
Plus Bonus .....	75	75	
2d, 3d and 4th class school districts .....	1,950 4/	2,700 3/	1/
5. Insurance or claim adjusters .....	2,268	2,838	1/

1/ Average not reported

2/ Computed on basis of minimum and five annual increments of \$200

3/ Computed on basis of minimum and five annual increments of \$150

4/ Act No. 515, approved July 5, 1947, P. L. 1266, providing for minimum compensation and increments of the teaching staff of school districts, further amending the act approved May 18, 1911, P. L. 309

5/ Median for teachers holding Standard Certificates only not available for the State of Pennsylvania. The median, \$2,245 reported for 1946 includes all three groups of teachers both elementary and secondary: elementary median \$1,734, secondary teachers median \$1,948. Handbook of Education Statistics, Department of Public Instruction: 1947, p. 17

6/ Formerly Chief Probation Officer, now special staff officer

#### TOTAL SALARIES PAID FOR PROBATION SERVICE IN PENNSYLVANIA

In compiling Summary Table 5, the total of salaries of county probation officers, \$1,145,097, is broken down into two parts: (1) total salaries paid for probation service in 45 counties outside of Philadelphia and Allegheny, (2) total salaries paid in the 2 counties of Philadelphia and Allegheny.

In the 45 counties, a total of \$368,559 was spent for 149 probation officers: \$106,805 for 33 chief, or division heads designated as chief, and 261,754 for 116 staff probation officers.

In the two counties of Philadelphia and Allegheny, a total of \$776,538 was spent for 272 probation officers: \$32,960 for 6 chiefs, \$84,604 for 24 assistants, division heads and supervisors, and \$658,974 for 242 staff probation officers.

The total expenditure for salaries, therefore, of full-time probation offi-

cers amounted to over one million dollars (\$1,145,097). Of this total, \$368,559, or 32.2 percent, was for probation service in the 45 upstate counties, in the 3d to 8th classes, and \$776,538, or 67.8 percent, in the first and second classes (Philadelphia and Allegheny counties.)

For part-time service, the amount spent was \$11,394,—this is equivalent to approximately one percent of that spent for full-time service.

#### SALARY INCREASES

An important factor in a career service, such as probation work should be, is regular provision for promotion or salary increases. In the State of Pennsylvania, only 22 courts report some provision for increases: 14 courts report that increases are given but they are not automatically made; 3 courts say increases are made at the discretion of the judge; 3 others make increases irregularly; 1 reports that annual increases are given; one other states that increases are made at the beginning of the year, "if at all." The great majority of courts do not



SUMMARY TABLE V

**TOTAL ANNUAL SALARIES PAID PROBATION OFFICERS IN PENNSYLVANIA: 1947 CLASSIFIED ACCORDING TO PROBATION OFFICERS IN THE FIRST AND SECOND CLASS COUNTIES, AND ACCORDING TO PROBATION OFFICERS SERVING IN THE 3, 4, 5, 6, 7 and 8th CLASS COUNTIES**

	Salaries Total	Probation Officers Total	Chiefs	Heads Assistants Supervisors	Staff Probation Officers
Total	\$1,145,097	(421)	\$139,765 (39)	\$84,604 (24)	\$920,728 (358)
1st and 2d class counties	776,538	(272)	32,960 (6)	84,604 (24)	658,974 (242)
45 Up-state 3d to 8th class counties, appointing full-time probation officers	368,559	(149)	106,805 1/(33)		261,724 (116)

NOTE: The State average salary for staff probation officers is \$2,571 per annum.

Figures in parenthesis indicate total number of probation officers broken down into the various groupings; the numbers accompany the salary figures.

1/ Includes six counties having two or more separate court probation departments, or divisions, whose "heads" are designated chiefs

report provision for salary increases. One which reports no provision for increase reports that a bonus is now being paid. Evidently, there is no standard policy of regular increase in salary in the probation service of the courts of Pennsylvania. This means that promotion in the service is indefinite and depends on the relationship between the judge and the probation officer and on the attitude of the salary board or other fiscal authority which budgets for probation services. In 24 states, outside of Pennsylvania, provision is made for regular salary increases for members of the probation staffs. If the probation service is to be a career service, there is need for the various courts of the State to establish a regular policy of promotion and salary increases.

**EXPENDITURES FOR  
CORRECTIONS IN  
PENNSYLVANIA: 1947**

In Pennsylvania, a total of twelve million dollars (\$12,825,881) was spent by counties for the care of offenders in prisons and correctional institutions and for the county probation service. Of this total, \$11,669,390, or 91 percent, was for institutional care and \$1,156,491, or 9 percent for probation. (See Chart 2).

The amount spent for probation service ranges from 9.9 percent in the 1st and 2d class counties to 5.4 percent in the 6th to 8th class counties; 8.5 percent was spent in the 3d to 5th class counties. The ratio for the 1st and 2d classes is .9 percent above that for the State. See Table 6 and Chart 2).

**1. Cost of Probation vs. Institutional Care**

A special analysis was made of costs of probation vs. institutional care in the 3d to 8th class counties (outside of Philadelphia and Allegheny Counties).

The tendency seems to be for the less populous counties to spend much more proportionately on institutional

**TABLE VI  
EXPENDITURES FOR  
CORRECTIONS: 1947**

	Expenditures	Pct.
Total	\$12,825,881	100.0
Care in prisons and correctional institu- tions	11,669,390	91.0
Probation service	1,156,491	9.0
3d to 5th classes		
Care in institutions	3,167,122	91.5
Probation service	296,739	8.5
6th to 8th classes		
Care in institutions	1,436,293	94.6
Probation service	83,214	5.4
1st and 2d classes		
Care in institutions	7,065,975	90.1
Probation service	776,538	9.9

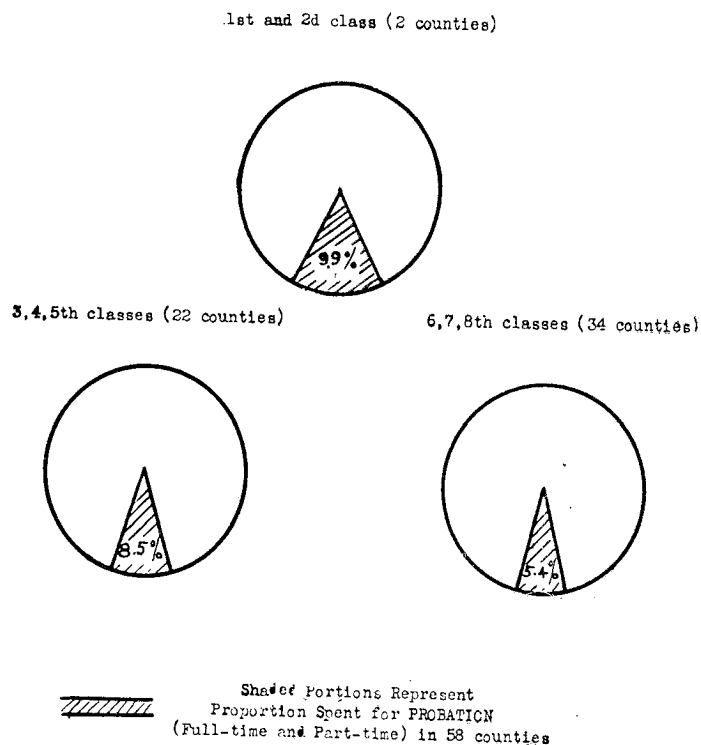
Note: Expenditures for institutions compiled from tabulations from the Department of Welfare; expenditures for probation from figures in this study—Table 5 for full-time service and \$11,394 for part-time service. 1947 expenditures for institutions is approximately one million dollars more than for 1946.

care than on probation care. The third to first class counties spend \$3,167,122 for institutional care and \$296,739 for probation service, while the 6th to 8th class counties spend \$1,436,293 for institutional care and \$83,214 for probation.

The greater use of institutional care is shown by placing each of the two groups of counties, 3d to 5th and 6th to 8th, on a 100 percent basis and calculating a ratio for each group separately. In the third to first class counties, the "expenditure" ratio of probation to institutional care is 78 and 69 percent respectively. In the 6th to 8th class counties, the "expenditure" ratio of probation to institutional care is 22 and 31 percent respectively. (See Table 7).

Thus, a proportionately higher ratio, 31 percent, is shown for institutional care in the smaller 6th to 8th class counties than for probation, 22 percent; and inversely, in the more populous 3d to 5th class counties, a

CHART 2. PENNSYLVANIA COUNTIES SPEND ANNUALLY 11 MILLION DOLLARS FOR CARE OF OFFENDERS  
IN INSTITUTIONS AND 1 MILLION FOR PROBATION  
TOTAL 12 MILLION



higher ratio, 78 percent, is shown for probation than for institutional care, 69 percent, as indicated by plus sign in Table. (See Table 7).

TABLE VII

"Expenditure" Ratios for Probation and Institutional Care

	Class of Counties	
	3d-5th	6th-8th
Probation	100 percent	78+ 22
Institutional care	100 percent	69 31+

(The ratios shown above are based on expenditures in Table 6)

2. Correctional Expenditures in Counties Having No Probation Officers.

In the twenty counties where there are no full-time probation officers, nine of which have no probation officers at all and eleven of which have only part-time officers, \$314,431 was spent for care in institutions and \$5,924 for part-time probation service. Of this total expenditure, \$189,833, or 60.4 percent was spent by eleven counties that have part-time officers and \$124,599, or 39.6 percent, by the nine counties which have no probation officers at all.

Since probation service for juveniles and adults as indicated\* in this report averages \$28 per case per annum, in up-state counties, and institutional care averages, at a low estimate, \$500 per inmate per annum, it is reasonable to assume that these counties which expend \$8,000 to \$40,000 per year for care in state and local institutions would effect a considerable saving of taxpayers' money through more extensive use of probation service.

3. Human Savings

In addition to the saving of costs of care to the state, there is another saving which should be stressed by all concerned with the welfare of our youth and with the building of the state. Ralph Hall Ferris, state director of probation in Michigan, points

\*See below: *Per Capita Salary Costs of Probation Case Work*

1/ *Proceedings American Prison Association: 1941, p. 200*

out that the probation officer's task is also to confer with judges and county officials and educate them to an understanding of what probation really is and what savings in human material and in expenditures result from its full use. For instance, Michigan's 11,000 probationers earned some \$5,000,000 a year, thus saving the state and the counties between \$500,000 and \$800,000 a year in relief costs that would otherwise have to be spent for their families if the offenders had gone to prison, and this at a total average annual cost of \$25 a probationer as against \$375 an inmate in prison. 1/

Someone has said that if a probation officer is able to keep but two boys and youths out of training schools and institutions a year, he will have well earned his salary.

PROBATION CASE WORK AND CASE LOADS

The Committee on Standards of the Professional Council of the National Probation and Parole Association, of which the author is a member, has spent considerable time in developing standard of probation case work and the related factor of case load. The Committee states that the work of the probation officer is to

"provide support and direction of the probationer . . . in acceptable behavior. The relationship of the officer and the probationer . . . is a constructive inter-personal relationship requiring personal equipment on the part of the officer including professional training, experience, skill in social casework, resourcefulness and tact . . . The officer's attitude must be sympathetic, uncritical and unprejudiced. The officer as the agent of the court . . . offers the conditionally released offender an opportunity to work out solutions to his problems within the conditions of the authoritative situation. The officer must be alert to recognize positive factors in the personality of the offender, and in his situation, and to assist in the development and utili-

zation of these factors. The size of the case load the probation officer carries will be conditioned by the amount of territory covered, transportation facilities, types of cases, etc. However, the case load of an officer should not exceed 50 currently active cases . . . To do effective work . . . with probationers . . . an officer must be in contact with members of their families and other key persons involved in their lives. He must also have frequent unhurried contacts with the probationer . . . himself. The more competent, well-trained officers spend more time on each case. Therefore, improvement in standards of personnel should be accompanied by reduction of case loads. 1/

The probation officers of 84 United States District Courts expressed the opinion in answer to an inquiry by the Director of the Administration Office, "that a reasonable load per officer would be an average of 78 persons under supervision plus not more than 14 investigations per month." 2/

Probation officers in Pennsylvania deal with a wide variety of cases, including youths and men, older girls and women, unmarried mothers, domestic relations problems, children. Some officers also make collections of fines and costs for probation and of support orders for the care of wives and children and aged persons. In addition, the case load may include non-delinquent children brought to court because of dependency or neglect, youths and children placed on parole from local institutions, and adults released from county prisons by the judges. The character of the case load is an important factor in probation work.

Probation officers also handle unofficially cases of family difficulties or juvenile delinquency without court

1/ Report to Atlantic City Conference, April 19, 1948, Committee on Standards, Professional Council, National Probation and Parole Association

2/ Annual Report of the Director of the Administration Office of the United States Courts 1947, p. 51.

hearing. This emphasizes the helpful personal relationship with the probation officer and minimizes the authoritative aspect of his work. He must also make investigations for the juvenile court judge before the child's case is heard, and when requested by the judge of the criminal court, he makes pre-sentence investigations in adult cases before sentence is imposed.

The optimum case load depends therefore on whether the probation officer deals with all these types of cases, as he does in some counties, or only handles adults and children or domestic relations problems, or limits his activity to either juveniles or adults only.

#### 1. Case Load for the Entire State

The case load for the entire State as shown in this study based on reported case loads of probation officers working with juveniles and adults only averages approximately 99 (98.5) cases per officer. The average case load per officer for the first and second class counties, Philadelphia and Allegheny, the metropolitan areas of the State, is 96. The following table has been compiled from reported case loads of officers dealing with cases of juveniles and adult offenders only.

TABLE VIII  
PROBATION OFFICERS'  
CASE LOAD

	Number of Officers	Total Caseload	Ave. Reported Per Officer
Total	320	31,539	98.5
Classes of County:			
3d to 8th	110	11,247	102
7st and 2d	210	20,292	95

#### 2. Counties of 3d and 8th Classes

In 45 of these counties 1/ there are reports on case loads of probation officers dealing with juveniles and adults and with non-support cases. They report for their juvenile and adult cases a total of 11,247 under the care of 110 probation officers, an average of 102 cases per officer. 25

probation officers in these counties also report 8,907 individuals from whom non-support orders were being collected, an average of 356 cases per officer. (See Table 9).

In 28 of these counties 64 officers deal with juvenile and adult cases only and the total case load for these officers is 5,688, an average of 88.8 cases per officer. In 17 of these counties 46 probation officers report that they had 5,559 adults and juveniles under care, an average of 120 cases per officer. In addition, 25 other officers in these counties report 8,907 non-support cases, an average of 356 per officer. If we combine the juvenile, adult and non-support case loads, there are 14,566 cases under care, an average of 205 cases per officer. It is interesting to note that 14 of these 17 counties, the more populous counties, are in the 3d, 4th and 5th classes. (See Table 9).

TABLE IX

#### Caseload: Third to Eighth Class Counties

	Number of Officers	Total Caseload	Ave. Per Officer
Total	110	11,247	102
Juvenile and adult	110 officers		
	64 officers	5,688	88.8
	46 officers	5,559*	120
Total	110	8,907*	356
Non-support—25 officers			
*Combined caseload 71 officers in 17 counties			205

The reports from these counties show that probation officers are carrying case loads many times greater than that considered an optimum or standard case load of cases per officer.\* Evidently there are not enough probation officers to adequately handle all the probationers in upstate counties.

#### 3. Per Capita Salary Costs of Probation Case Work (Based on Case Load)

\*cases for juveniles (40 for girls); 60-70 cases for adults; less for combined case work,—adults and juveniles

An analysis has been made of the salaries of probation officers of upstate counties (3d to 8th class counties) in relation to their case loads. The figures show:

- A per capita salary cost of \$28 per annum for officers working with juveniles and adults.
- A per capita salary of \$7 per annum for officers working in non-support cases as reported from 17 counties in this area.

These salary cost figures are not total per capita cost figures, since items of expenditure for probation work other than salaries were not available and are difficult to apportion, because they vary so widely. However, these figures are an indication of the major per capita costs involved in probation services.

#### 4. Case Loads of County Probation Officers Compared with Those of Federal Probation Officers and State Parole Officers

Case loads were reported for parole officers of the Pennsylvania Board of Parole and for the Federal probation officers in the three districts of Pennsylvania, and are included here for comparison with those carried by county probation officers.

Parole officers of the Board of Parole carry an average case load of 85 per officer for the State. The average for men officers is 90 and for women, 39. Women officers, however, have much wider territory to cover than men officers. The average for the individual officer ranges from 75 in the rural districts to 100 in urban districts, for men. 1/

Federal probation officers operating from the three districts in Pennsylvania carry an average case load in the eastern district of 141, in the middle district of 86, and the western district of 91. It should be noted that the district with the highest case load (averaging 141) has been allotted an

1/ Excerpt from letter March 31, 1948 in response to inquiry

2/ Tabulations enclosed with letter dated April 20, 1948 from Administration Office of the U. S. Courts

additional temporary position for one year. 2/ The average for the three districts not including the new worker is 107. The calculation including the new worker reduces the case load to 99 for the State and to 113 for the eastern district.

The case load of county probation officers of the State is 98.5 as compared with 99 for the Federal probation service and 85 for the State Parole service. The average case load for county officers of the metropolitan areas is 96 as compared with 113 in the eastern district which includes Philadelphia.

It should be pointed out that when we compare the county probation service with the Federal probation and State parole services, there is an important difference. Neither of these services includes domestic relations problems or the collection of support orders as a part of their responsibility. They deal largely with adults and mostly with men. The case load problems are, therefore, very different from those of county probation officers. These men and women deal with children and adolescents also, requiring more time and supervision; and in addition, they deal with difficult family problems combining case work and supervision, and the payment of support orders. State parole officers usually have more cases requiring close oversight.

##### 5. Problems of Supervision as Related to Case Load and Case Treatment

Comments by probation officers and judges from upstate counties who cooperated with us in this study are worthwhile noting as revealing some of the problems of probation case work. In the upstate areas geographic factors affect the character of the case work and must be taken into account in judging the case load which an individual officer should carry. In these sections of Pennsylvania probationers are scattered and sometimes great distances must be covered by the individual officer in his investi-

gatory and supervisory work on cases. This affects necessarily the time spent on individual cases.

Comments from some upstate counties follow:

1. "Most of our supervisory work is necessarily restricted to office interviews, due to lack of time available for supervisory field work. The collection of fees, costs, money for restitution and reparation, and for support orders on unmarried mothers cases constitutes a large portion of the work of the probation staff. We also make many presentence investigations for our judges."
2. "Home visits are not made in boys' cases, of which we have many, unless the probationer gets into further trouble. The requirement is that boys report weekly to our probation officer. We do that in order to make our widely distributed case load manageable."
3. "We emphasize in our case work the supervision of children and young people. We cannot find time to supervise adults because there is no staff provision made for this work. However, the chief probation officer himself and our prison warden each handle a small number of adult cases. The court also aims to keep down the cost of the service by having us help in settling cases out of court, thus reducing the number of cases under care. We also stress collections as important for two reasons: Money is collected for fines and costs to help defray criminal court expenses. Collection of support orders is of great value to us because when wives and children are supported by the head of the family, the cost of support is not placed on the Department of Public Assistance or the county."

## EMPLOYMENT POLICIES

### 1. Staff Selection

When a judge appoints a probation officer, the only requirement under law as to his qualifications is that he be a discreet person of respectable character. There is no legal requirement for appointment by examination under a merit system. Some of the courts, however, have established policies of appointment which take into consideration the qualifications needed for probation officers.

Three counties of the State have programs of this kind.

For a number of years the Municipal Court of Philadelphia has had a voluntary "civil service" which was inaugurated by President Judge Charles L. Brown. Examinations for vacancies are now given by an outside body. Originally these were conducted by a committee headed by Dr. William C. Beyer, Director of the Bureau of Municipal Research, aided by specialists in the probation and delinquency field. Ratings are established and the list is submitted to the court from which appointments are to be made. However, the chief probation officer and the heads of probation departments have not been selected through examinations. The new President Judge, Hon. John A. Boyle is continuing this program and has appointed a "civil service" committee to conduct it.

The judges of the Quarter Sessions Court of Philadelphia have established specific qualifications for the appointment of probation staff.

When the Juvenile Court of Pittsburgh was first established, the staff was selected through an assembled examination. Since that time appointments have been made by President Judge Gustav L. Schramm through unassembled examinations given individuals appointed to new jobs or to fill vacancies. These examinations test education, experience, personality, capacity for juvenile probation work. All appointments are probationary and on a three months basis.

York County established a merit system for examination of juvenile probation officers a number of years ago. Selections are being made on the basis of previous education and training. A requirement has been that the applicant have training in a recognized school of social work.

In the rest of the state appointments are made either on the judge's personal selection or by a Board of Judges. Although interest and fitness for the work may be considered basic, appointments are often limited to those who belong to a particular political party.

One probation officer, in reply to the questionnaire sent to him, said that "It is a policy of this court that only graduates from a school of social work and properly certified are to be hired." Another officer wrote, "I think we need standards, training and certification for probation officers, the same as for teachers and social workers."

### 2. Tenure and length of Service

In Philadelphia County, the average length of time probation officers have been in the employ of the courts is 12 years; in Allegheny County, 9 years. In the up-state counties (3d to 8th class) one-quarter of the probation officers have been in the service of the courts for an average of 10 years; one-half for 5 years and one-quarter for two years and less.

In the absence of regular policies of promotion, salary increases and selection of staff in the State, the fact that probation officers have remained in service for so many years is indicative of the interest in the work by those now engaged in it. It also shows a tendency for judges to retain the services of existing probation staffs. However, security is not clearly established and tenure is also indefinite in a number of courts in which the probation staff is subject to change as the judicial personnel changes on election or appointment of new judges.

In the absence of a County Merit system there is need for the establishment of qualifications for those entering the probation service of the county and the fixing of tenure on the job, based on good performance, by counties which, as yet, have not adopted such practices.

### 3. Retirement

In Pennsylvania, only ten counties have a county retirement plan and one county has a mandatory pension plan. These plans cover probation officers in the county service. The majority of the other states have in operation a plan for retirement of employees with compulsory retirement at age 70 or earlier.

#### IN-SERVICE TRAINING FOR CORRECTIONAL WORKERS; PROBATION OFFICERS, PAROLE OFFICERS AND OTHERS

It is important for every probation staff to train its personnel in the best methods of work and for individual probation officers to have the opportunity to obtain such training. All staff members, regardless of method of selection and previous educational background should be given such training. This training should be of a character to specifically equip the officer for his work and to give him understanding of related services in the correctional and welfare fields and vision for performance on the job.

Pennsylvania has made an outstanding contribution to in-service training. For the past ten years, the Public Service Institute of the State Department of Public Instruction has been conducting in-service training programs for public officials, state and county, in many fields. In 1939, at the suggestion of the Pennsylvania Committee on Penal Affairs of the Public Charities Association, the Institute began a correctional training program for probation, parole and prison officers and other workers concerned with problems of correction and delinquency. A correctional training program designed to give

broad and comprehensive training to those in state and county employ has been in operation since that time. Special training courses for correctional workers are held in various parts of the State without tuition costs. Since 1943, basic courses of 24 weekly sessions have been given. Special advanced courses are also available for those who successfully complete the basic course. Certificates of attainment are given on completion of basic and advanced courses.

The teachers of the courses have been men of highest professional standing in their field,—among them, Dr. John Otto Reinemann, Director of Probation of the Philadelphia Municipal Court; Walter Rome, Chief Probation Officer Juvenile Court, Pittsburgh; Dr. E. Preston Sharp, formerly Director of the Bureau of Community Work of the State Department of Welfare; Dr. John Shearer, Psychologist, Eastern State Penitentiary; Dr. G. I. Giardini, Superintendent of Parole Supervision, Pennsylvania Board of Parole; Edward J. Hendrick, probation officer, U. S. Eastern District Court, etc.

The probation officers participated in the courses given in their own counties and in adjacent counties. The men and women who have successfully completed these courses, often at great sacrifice of time and effort and coming for distances to attend, are to be congratulated. The attendance at these courses, since 1943, totalled 2,760. The probation and parole officers attending numbered 657. Of these, 210 were probation officers and 271 parole officers enrolled in the basic and advanced courses, and 47 probation officers and 129 parole officers enrolled in institutes given in various parts of the State: Gorley's Lake summer session, Harrisburg, etc., and at State meetings of the Pennsylvania Association on Probation and Parole.

In the 1945 session of the Legislature an Act was passed to set up a Public Service Institute Board in order that the long-established and well-maintained service of the Insti-

tute may be conducted and developed to even greater usefulness. To this Board the Governor has appointed a group of men well-qualified to guide its activities. The Chairman of the Board is Dr. Harold Alderfer of State College; the Principal, Alfred S. Holt is also Secretary of the Board; the Assistant Principal, Wayne Prather is in charge of the correctional training course for probation and parole officers and others. Leon T. Stern is Chairman of the Correctional Technical Advisory Committee.

Appropriation for the work of the Board was made by the 1945 legislature. It is to be hoped that regular appropriations as required for the work of the Institute will be made by the State legislature.

#### CONCLUSION AND SUMMARY

In trying to summarize this study, we can only present some of the important findings and recommendations which appear in it. We hope that those concerned will read the various sections and draw their own conclusions and not depend on any conclusion that is pre-digested for them. There is a wide range of recommendations in the body of this report covering all the suggestions presented. Here are a few of our findings and suggestions:

Pennsylvania has 421 probation officers: 225 men and 126 women. Our study shows that while Pennsylvania has a widely distributed probation service in its 67 counties, there is proportionately a heavy concentration in the two metropolitan areas of Philadelphia and Allegheny Counties. The majority of the probation officers, 272, are attached to the courts of these two counties. There are only 149 full-time salaried probation officers, 86 men, 63 women, in the 45 up-state counties of the State. The 20 remaining counties have no probation service or use part-time service. Designated persons or private citizens giving volunteer service are also appointed to particular cases in these

counties in the absence of regular service.

The total expenditure of salaries for full-time probation officers amounted to \$1,145,097. Of this total, \$368,559, or 32.2 percent was used for probation in the up-state counties in the 3d to 8th class, and \$776,538, or 67.8 percent in the 1st and 2d class counties. For part-time service, the total amount spent was \$11,394.

The salaries of chief probation officers are lower in the large cities of Pennsylvania than in the large cities of other states. The Municipal Court of Philadelphia ranks 16th in the country and the Pittsburgh Juvenile Court ranks 28th.

Fifty percent of the staff probation officers receive less than \$2,500 per annum. The average salary of staff officers is \$2,571. For up-state probation officers, the average salary is \$2,256, which is lower than the State average.

County authorities should appropriate larger sums for the development of probation service in Pennsylvania in order that the courts may be able to employ more and better-qualified probation officers in order to give full-time service in every court of the Commonwealth dealing with the problems of men, women, children and families.

In Pennsylvania, a total of twelve million dollars (\$12,825,881) was spent by counties for the care of offenders in prisons and correctional institutions and for the county probation service. Of this total, \$11,669,390, or 91 percent, was for institutional care and \$1,156,491, or 9 percent, for probation.

The probation officers of the State carry case loads far in excess of standard case loads required for effective individual work with men, women and children. In many jurisdictions, there are not enough probation officers to carry the case load with the result that these officers of the courts stagger under case loads



should be. Adequate work cannot be two and three times larger than they done when this sort of coverage is required. The optimum case loads should be 60 to 70 cases for adults, 50 cases for boy juveniles, with perhaps only 40 for girls.

The collection work of probation officers for the benefit of wives, children and unmarried mothers in support cases is of great value. However, this collection work should be so segregated that special officers are appointed where this work is burdensome and interferes with regular case work.

To attract probation officers to the work as a career service, a number of courts have developed systems of appointment based on qualifications. This method of appointment has been found practical in probation departments, large and small, and should be extended. Provision is also made for regular increase in salaries lacking in most of the courts and retirement on age after a certain period of years of service. Tenure and security are important factors to which the judges and county authorities should give thought.

Hundreds of probation officers of the State have taken advantage of the in-service training opportunities offered by the Public Service Institute of the State Department of Public Instruction with the result that a large number of them have taken this training, including both basic, advanced and special advanced courses. The Pennsylvania Association on Probation and Parole has supported these courses and sponsored sessions conducted by the Public Service Institute. However, as far as we can learn, the additional training which the officers take, along with a greater amount of work and heavy case loads, has not been reflected in salary increases and promotions. It is hoped that this will be done.

It should be possible for every county in the State to have the necessary probation service, especially for

the delicate problems dealing with juveniles and youths. It is, therefore, suggested that some method be developed by which counties without probation service be able to set it up. The suggestions are that where the cases are insufficient in judicial districts of two or more counties, one, or as many officers as are necessary, handle all cases for the district, and that the expenses be borne by the counties jointly. When part-time service is necessary, instead of having sheriffs or prosecuting officials undertake this task, it is suggested to have such part-time work done by a person already engaged in cases with children or adults.

\* \* \*

Thought should be given to the suggestion advanced in previous years by Miss S. M. R. O'Hara, former Secretary of the Department of Welfare, that subsidies be provided by the State to set up probation service in counties where financial resources are lacking, with the proviso that only those who can qualify by an approved test be appointed by the judges.

Continuing study is needed of probation problems and handling of cases. Study is especially needed of case loads in particular counties. Studies should include both pre-sentence work, investigation prior to hearing, supervisory work, case loads, etc.

Agencies concerned for the development of probation service of the State, the Council of Juvenile Court Judges, the Pennsylvania Committee on Penal Affairs of the Public Charities Association, the Pennsylvania Association on Probation and Parole, should take this report as a basis for further examination and further development of the probation work of the State of Pennsylvania. Their cooperative effort should be effective in the improvement of probation administration and the obtaining of needed legislation for the advancement of the service.

## APPENDICES

- I List of Statistical Tables and Charts
- II Questionnaire used in the Study (Condensed Form)
  - A. General
  - B. Individual
- Map of Pennsylvania

**II. Questionnaire Used in the Study (Condensed Form)**

**STUDY OF PROBATION AND PAROLE ON THE COUNTY LEVEL**

(Survey undertaken for the Pennsylvania Association on Probation and Parole  
by the Pennsylvania Committee on Penal Affairs)

**A. GENERAL QUESTIONNAIRE**

(Answers will be held strictly confidential and only used  
for statistical purposes)

Name of County \_\_\_\_\_ Address of Probation Department \_\_\_\_\_

- (1) **Size of Staff of Probation Department:**
- (a) Of how many probation officers does your staff consist, all told?
  - (b) How many of these are full-salaried employees?
  - (c) How many are part-time employees? Indicate their other occupation:
  - (d) How many are volunteers?
  - (e) How many are male?                      How many are female?
- (2) **Administration of Probation Department:**
- (a) Do you have a chief probation officer (or equivalent)?  
If so, give month and year of his appointment to the staff of the Probation Department and of his appointment as chief probation officer:
  - (b) Besides the chief probation officer, do you have assistant chief probation officers or supervisors? Indicate how many:
  - (c) If you have a chief probation officer, does he only function in an administrative or executive capacity, or does he handle cases too?
  - (d) Is the administration of the House of Detention for Children part of the function of the Probation Department? If so, who is in charge? If not, who administers it?
- (3) **Appointment of Probation Officers:**
- (a) Are probation officers appointed only by discretion of the judge or judges?
  - (b) Is the probation officer in charge consulted before the appointment of a new probation officer is made?
  - (c) Is it necessary for new appointees to pass a qualifying test?
- (4) **Salary of Probation Officers:**
- (a) Who fixes the salary for the individual probation officers: the judge or the judges? \_\_\_\_\_ the probation officer in charge? \_\_\_\_\_ the county commissioners? \_\_\_\_\_ other person or persons? \_\_\_\_\_
  - (b) What is the present annual salary of the following categories of probation officers, as of June 1, 1947: chief probation officer \_\_\_\_\_; juvenile probation officer \_\_\_\_\_; adult probation officer \_\_\_\_\_; non-support and desertion probation officer \_\_\_\_\_; part time probation officer \_\_\_\_\_. (Note: If there are more than one of each category on your staff and salaries are not uniform, please indicate individual salaries.)
  - (c) If a fixed salary scale exists, what are the lowest and the highest salaries for each group: chief probation officer \_\_\_\_\_; juvenile probation officer \_\_\_\_\_; adult probation officer \_\_\_\_\_; non-support and desertion probation officer \_\_\_\_\_; part-time probation officer \_\_\_\_\_.
  - (d) Are increments granted to probation officers? If so, are they granted automatically? In what time intervals?

(e) Are probation officers reimbursed for traveling expenses? If so, at what rate?

(5) **Comments.** (Note: You are invited to make any comments which you consider pertinent to the study, either in explanation of the answers to the above-listed questions, or in the form of additional information on these subjects.)

Signature \_\_\_\_\_

Title \_\_\_\_\_

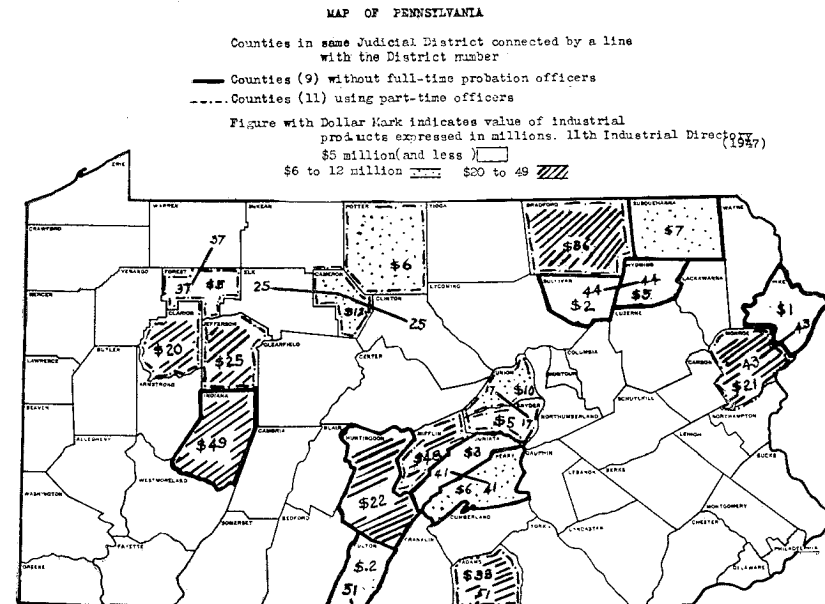
Date \_\_\_\_\_, 1947

**INDIVIDUAL QUESTIONNAIRE**

Concerning Probation Officer # \_\_\_\_\_  
(Indicate by number, not name.)

- (1) Sex: Male: \_\_\_\_\_ Female: \_\_\_\_\_
- (2) Month and year appointed: \_\_\_\_\_
- (3) Which of the following types of cases are assigned to this officer? (Check more than one, if applicable.)  
 delinquent children; investigation before hearing or disposition  
 delinquent children: supervision on probation  
 juvenile parolees from training schools and industrial schools  
 dependent and neglected children  
 adult probationers  
 non-support and desertion (domestic relations) cases  
 pre-sentence investigations for adult offenders  
 adult parolees  
 unmarried mothers' cases  
 others (indicate type of cases) \_\_\_\_\_
- (4) Which of the following are included in the duties of this officer? (Check more than one, if applicable.)  

to make investigations	to take children to and from foster-
to present cases at court	homes or institutions
to supervise on probation	to supervise foster homes
to supervise on parole	to take adults to and from institutions
to collect money	to keep statistics
to perform other duties	
(indicate)	
- (5) Average monthly caseload of this probation officer (figured on basis of last 6 months.)  
 investigations:  
     of children's cases \_\_\_\_\_  
     of adult cases \_\_\_\_\_  
 supervision (probation and/or parole)  
     of children's cases \_\_\_\_\_  
     of adult cases \_\_\_\_\_  
 collection \_\_\_\_\_  
 other assignments (indicate which) Total \_\_\_\_\_
- (6) **Comments and explanations**



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