

PENAL INSTITUTIONS, PROBATION AND PAROLE

**A Report
of the
ADVISORY COMMITTEE
to the
TASK FORCE ON EASTERN AND WESTERN CORRECTIONAL INSTITUTIONS
of the
JOINT STATE GOVERNMENT COMMISSION**

**General Assembly of the Commonwealth of Pennsylvania
1963**

The Joint State Government Commission was created by Act of 1937, July 1, P. L. 2460, as last amended 1959, December 8, P. L. 1740, as a continuing agency for the development of facts and recommendations on all phases of government for the use of the General Assembly.

JOINT STATE GOVERNMENT COMMISSION
OFFICERS AND EXECUTIVE COMMITTEE

1961-1963

OFFICERS

HARRIS G. BRETH, *Chairman*

HIRAM G. ANDREWS, *Treasurer*

EXECUTIVE COMMITTEE

SENATE MEMBERS:

ANTHONY J. DISILVESTRO
President Pro Tempore

CHARLES R. WEINER
Majority Leader

JAMES S. BERGER
Minority Leader

WILLIAM J. LANE
Majority Whip

ALBERT R. PECHAN
Minority Whip

ISRAEL STIEFEL
Chairman, Majority Caucus

ROBERT D. FLEMING
Chairman, Minority Caucus

HOUSE MEMBERS:

HIRAM G. ANDREWS
Speaker

STEPHEN McCANN
Majority Leader

ALBERT W. JOHNSON
Minority Leader

JAMES J. DOUGHERTY
Majority Whip

EDWIN W. TOMPKINS
Minority Whip

ANTHONY J. PETROSKY
Chairman, Majority Caucus

NORMAN WOOD
Chairman, Minority Caucus

Member Ex Officio:

HARRIS G. BRETH, *Commission Chairman*

GUY W. DAVIS, *Counsel and Director*

PAUL H. WUELLER, *Associate Director in Charge of Research and Statistics*

ANTOINETTE S. GIDDINGS, *Administrative Assistant*

JOINT STATE GOVERNMENT COMMISSION
OFFICERS AND EXECUTIVE COMMITTEE

1963

OFFICERS

BAKER ROYER, *Chairman*
CHARLES R. WEINER, *Vice Chairman*
WILLIAM Z. SCOTT, *Secretary*
W. STUART HELM, *Treasurer*

EXECUTIVE COMMITTEE

SENATE MEMBERS:

M. HARVEY TAYLOR
President Pro Tempore
JAMES S. BERGER
Majority Leader
CHARLES R. WEINER
Minority Leader
ALBERT R. PECHAN
Majority Whip
WILLIAM J. LANE
Minority Whip
WILLIAM Z. SCOTT
Chairman, Majority Caucus
ISRAEL STIEFEL
Chairman, Minority Caucus

HOUSE MEMBERS:

W. STUART HELM
Speaker
ALBERT W. JOHNSON
Majority Leader
ANTHONY J. PETROSKY
Minority Leader
MORTON H. FETTEROLF, JR.
Majority Whip
JAMES J. DOUGHERTY
Minority Whip
NORMAN WOOD
Chairman, Majority Caucus
K. LEROY IRVIS
Chairman, Minority Caucus

Member Ex Officio:

BAKER ROYER, *Commission Chairman*

GUY W. DAVIS, *Counsel and Director*

PAUL H. WUELLER, *Associate Director in Charge of Research and Statistics*

ANTOINETTE S. GIDDINGS, *Administrative Assistant*

TASK FORCE ON EASTERN AND WESTERN CORRECTIONAL INSTITUTIONS

Senate Members

HARRY E. SEYLER, *Chairman*
THOMAS A. EHRGOOD

CHARLES R. MALLERY
MARTIN SILVERT

House Members

WILLIAM EDWARDS, *Vice Chairman*
ERNEST O. BRANCA
VINCENT CAPITOLO
THOMAS J. FOERSTER
PERCY G. FOOR
HARRY A. KESSLER

THOMAS W. KING, JR.
H. BERYL KLEIN
MARIAN E. MARKLEY
EDWARD W. McNALLY
JOSEPH A. SULLIVAN
JOHN E. WHITTAKER

ADVISORY COMMITTEE

EPHRAIM R. GOMBERG, Esquire, *Chairman*

HONORABLE GEORGE W. ATKINS
G. RICHARD BACON
HERMAN E. BASEHORE
MARY T. DENMAN, Esquire
HONORABLE CHAUNCEY M. DEPUY
G. RICHARD DEW
HONORABLE HENRY ELLENBOGEN
CALEB FOOTE, Esquire
PETER P. LEJINS, Ph.D.
EMIL LIMBACH
ROBERT I. MCCrackEN
C. BOYD McDIVITT
MRS. GEORGE GORDON MEADE
DANIEL B. MICHIE, Jr., Esquire

HONORABLE JOHN J. PENTZ
THEODORE PIERCE
MAJOR HARRY W. POOLE
RICHARD E. RENTZ
PHILIP Q. ROCHE, M.D.
HONORABLE FRANK W. RUTH, D.D.
JOHN P. SHOVLIN, M.D.
JOHN STILLI
NEGLEY K. TBETERS, Ph.D.
FRANK WALSER
DONALD D. WEAR
HONORABLE DAVID C. WOLFE*
MARVIN E. WOLFGANG, Ph.D.
HONORABLE ROBERT E. WOODSIDE

*Deceased.

TABLE OF CONTENTS

	Page
Letter of Transmittal	ix
Preface	1
Penal Institutions	3
Findings	3
Recommendations	6
Probation and Parole	11
Findings	11
Recommendations	14
County Jails and Prisons	22
Findings	22
Recommendations	27
Appendices	29
Appendix I. Summary of Recommendations of the Ashe Committee	31
Summary of Recommendations of the Devers Committee	32
Appendix II. Summary of Predictions of Inmate Populations in the Bureau of Correction 1962-72	38
Appendix III. Visit to Michigan Correctional Facilities—June 19 and 20, 1962	39
Appendix IV. Comparative Aspects of Prison Camps in the United States and Canada 1958	41
Appendix V. Fact Sheet—State Correctional Institution at Pittsburgh	57
Appendix VI. Fact Sheet—State Correctional Institution at Philadelphia	62
Appendix VII. Recommendations of the Task Force and Advisory Committee	
Subcommittee on State Penal Institutions	68
Subcommittee on Probation and Parole	69
Subcommittee on County Jails and Prisons	71
Appendix VIII. Minority Report on State Correctional Institutions Submitted by the Honorable Robert E. Woodside	72
Appendix IX. Summary of Findings, 1956-57 Pennsylvania Probation Study by National Probation and Parole Association	74
Appendix X. Criminal Court Dispositions in Michigan, 1960	85
Appendix XI. Saginaw County (Michigan), Probation Demonstration Project Results	89
Appendix XII. County Jails and Prisons in Which Prisoners Were Serving Maximum Sentences of Two Years or More on June 30, 1962	93
Appendix XIII. Prisoners in Allegheny County Workhouse 12/31/60	94

LETTER OF TRANSMITTAL

*To the Members of the General Assembly of the
Commonwealth of Pennsylvania:*

On August 15, 1961, the General Assembly adopted finally Senate Concurrent Resolution No. 108, which reads as follows:

"WHEREAS, On January 8, 1961 a prison break was attempted by some of the inmates at the penal institution known as The Eastern State Correctional Institution located in the City of Philadelphia. This outbreak was quelled. This prison is one hundred and thirty years old. It houses 991 prisoners of which 177 are maximum security cases, consisting of those who are serving life sentences, awaiting execution and others who require the utmost in security measures.

"The facilities of this penal institution are outmoded and woefully lacking in the equipment and necessary facilities in taking care of inmates of this type. It also has become apparent to many that an institution of this kind should not be located in the heart of a residential section as it now is in the City of Philadelphia. There has been widespread fear of the residents who reside around the area where this institution is located.

"It is the sense of the Senate of the Commonwealth of Pennsylvania that a study should be made by the Joint State Government Commission of the facilities and security measures surrounding this institution, as well as the Western State Correctional Institution, also a study of removal of all institutions from the City of Pittsburgh to a place better located for institutions of this kind; therefore be it

"RESOLVED (the House of Representatives concurring), That the Joint State Government Commission determine and recommend suitable sites to which the Western and Eastern State Correctional Institutions may be moved; and be it further

"RESOLVED, That the Joint State Government Commission determine and recommend the type of institution that should be built in order to accommodate the inmates of Western and Eastern State Correctional Institutions; and be it further

"RESOLVED, That in developing the study herein provided for, the Joint State Government Commission give particular attention to the possible location of either or both of said Eastern and Western Correctional Institutions in a county in northern Pennsylvania wherein are located large tracts of unoccupied lands already owned by the Commonwealth; and be it further

"RESOLVED, That the Joint State Government Commission determine the advisability of creating more forestry camps, minimum security low cost farm colonies, and a study and research center that would provide short- and long-term active rehabilitative treatment of mentally

disturbed prisoners and provide us with badly needed information on the causes and motivations of these criminal minds. It should also consider the recommendation of the Pennsylvania Prison Society, Executive Committee, of March 9, 1961, when it said: 'We strongly urge that long-range plans for expansion of the institutional facilities of the Bureau of Correction be developed on the basis of careful research and study guided by the recommendations of the Bureau of Correction and other persons who are competent to advise in such matters'; and be it further "RESOLVED, That the Joint State Government Commission make a report of its studies and recommendations to the General Assembly by January 15, 1962."

To aid in the inquiry an advisory committee was appointed to assist the task force. Its membership included experts in penology, the law and the media of communication as well as the public. Five subcommittees from the task force and advisory committee were created to further facilitate the study: Penal Institutions, Probation and Parole, County Prisons and Jails, Courts and Sentencing, Public Information; and in addition Subcommittees on Institutional Facilities for Sex Offenders and for Juvenile Delinquents were created.

Site visits were made to observe various aspects of the correctional facilities of Michigan, New York and New Jersey. The State correctional institutions at Philadelphia and Pittsburgh and other of the State's correctional institutions were visited.

Consultations were held with penal administrators and theoreticians. The Bureau of Correction and the Board of Parole cooperated fully. The services of The American Foundation of Philadelphia, a national research organization, were and continue to be contributed to the Commonwealth.

The advisory committee advised that while several of its studies are incomplete and will await reports from The American Foundation, its findings will serve as a basis for the recommendations it makes. The advisory committee describes its recommendations as the fore-runner of a "broad and comprehensive plan for a fully coordinated, research-oriented and effective correctional system."

I have the honor to transmit the report and recommendations of the Advisory Committee.

BAKER ROYER, *Chairman*

*Joint State Government Commission
Capitol Building
Harrisburg, Pennsylvania
July 1963*

**REPORT
OF THE
ADVISORY COMMITTEE**

PREFACE

Crime is one of the nation's costliest social problems. Its toll in human life and property is huge and beyond scientific calculation. It respects no boundaries of town, county or state. In 1962 there were at least 75,000 serious crimes committed in the Commonwealth and three or four times this number of lesser offenses that resulted in arrests. The total number of undisclosed crimes is said to exceed by many times those which are made known to authorities.

Unlike diseases and other social problems the study of crime has produced few if any effective preventives. While some progress may have been made in scientific efforts to "cure" the criminal it is significant only because so little has been tried. Pennsylvania's contribution to the science of corrective penology in modern times has been negligible.

Meanwhile crime flourishes despite the monumental investment of cities, counties and the State in maintaining the instruments of law enforcement. Chief among the reasons why the Commonwealth's law enforcement machinery has not been effective in curbing crime and transforming criminals into law-abiding citizens is the acknowledged fact that there has been no central and guiding penal philosophy and relatively little top level coordination of the crime-fighting resources established by law.

The business of dealing with crime and the criminal is confined to no single agency or department of government. Rather it crosses departmental lines at every turn. The executive, legislative and judicial branches of government are directly involved. On the operating level it is the police, the justices of the peace and the courts of record, probation staff, prisons and jails, and parole—all with a job to do in protecting society, punishing the criminal and transforming the offender into a law-abiding citizen. If the success of their efforts is to be measured by the crime rate there can be but one conclusion—all that is being done to fight crime is just not enough. Something else is needed.

Pennsylvania's problems in the area of crime and correction have been studied by many gubernatorial and legislative commissions. Despite the fact that some genuine progress has been made over the years it is all the more surprising to observe that planning in these areas continues to

be carried out on a "disaster" basis. It has been said that prison riots rather than prison needs produce plans. Regrettably this is true. It is true of this study which was motivated by the abortive prison break at the State Correctional Institution at Philadelphia.

This report with its findings and recommendations considers only certain of the state's penal problems. It deals with penal institutions, probation and parole, and to a more limited extent it has something to say about county prisons and jails. Awaiting consideration are the very pertinent subjects of court sentencing and the development of specialized treatment facilities within penal institutions for criminals having complex behavior problems.

At the invitation of the Joint State Government Commission, the American Foundation has undertaken an exploratory study of Pennsylvania's problems. The Foundation has undertaken to spell out a penal philosophy and a correctional program. It has assumed several other basic assignments, the completion of which should provide answers to many open questions about our correctional system.

Despite its being "disaster" motivated, this report and those that will follow are designed as contributions toward the solution of a perplexing social problem. The real significance of this study and of the recommendations is not in what they say but in the life that is breathed into them through implementing action of the Commonwealth. If out of these recommendations comes a clear and understandable penal philosophy, a recognition of the intimate inter-relationship of police, courts, probation, prisons and parole and if the Commonwealth undertakes to make a serious contribution to much needed research in criminal behavior the time devoted by the Advisory Committee to this assignment will have been generously justified.

PENAL INSTITUTIONS

FINDINGS

1. Pennsylvania has never undertaken a comprehensive study of all of the areas of correction currently being considered by this Task Force.

The two most recent official surveys were made by the Ashe Committee, appointed by Governor Edward Martin—Report of July, 1944, and the Devers Committee, appointed by Governor John S. Fine—Report of April, 1953. (For summary of recommendations see Appendix I.)

2. The prison system of the Commonwealth of Pennsylvania with its eight institutions and eight thousand inmates has been the product of fortuitous or expedient development rather than comprehensive planning.

The development of the Commonwealth's correctional institutions and services has long been hampered by the fact that planning has been intermittent and rarely if ever comprehensive in scope. Pennsylvania has a history of ill-conceived, poorly planned maximum security prison structures. In 1938-39 inadequate study of the needs and poor planning of a maximum security prison led to waste of \$900,000 on a facility at Mt. Gretna, Lebanon County. Only scattered foundations and unused trenches remain at what has become a game preserve.

In 1878, the General Assembly created a Board of Commissioners to select a site for a state penitentiary. They selected the site at Huntingdon, but the penitentiary plan was abandoned and when the institution was completed it became the Pennsylvania Industrial School. An Act of the Legislature of 1911, provided for a new Western Penitentiary at Rockview. But in 1915, another Act of the Legislature provided for enlarging Rockview to permit the erection of a single maximum security prison for the whole State to replace both Western and Eastern Penitentiaries. Two large and expensive maximum security cell blocks were built. Then a decision was made to abandon the plan to merge the two prisons and in 1925 another Act of the Legislature authorized the building of the

Graterford Penitentiary for the Eastern part of the State. Finally in 1927, it was decided to convert the Rockview Penitentiary into a medium and minimum security prison.

At Graterford Penitentiary the million-dollar wall is nearly twice as long as is necessary and encloses even today much unused area.

3. Despite repeated studies of various facets of the correctional system authorized by legislative or executive action, implementing of recommendations has been sporadic and without an overall plan for dealing with criminals.

Repeated recognition was given to that section of the enabling Resolution which called for long-range planning for expansion of the institutional facilities of the Bureau of Correction on the basis of careful research and study. All witnesses considered such planning essential. Examination of the record indicates that though the recommendations of the Ashe Committee were statutorily implemented, they were not executed for lack of appropriations.

In February, 1953, the Devers Committee was appointed and subsequently subscribed to the same precepts as the Ashe Committee: transfer of the Bureau of Correction from the Department of Welfare to the Department of Justice; integration of the institutional system and its operation as a part of an overall plan. Two classification centers were established in the Eastern and Western Penitentiaries, at Philadelphia and Pittsburgh, respectively in contrast to the Ashe Committee's recommendation of a single center located at Camp Hill. It was also recommended that structural changes be made at Eastern and Western Penitentiaries to reduce the inmate capacity of each institution to approximately 500. This was never done. The position of deputy commissioner for treatment with the power to direct ". . . corrective (rehabilitative) activities, classification, education, personnel training (professional), medical services, recreation, social services and vocational training" was created. Other committee recommendations, for example those suggesting physical alterations and further development of correctional industries, which did not require legislative action, were implemented wholly or in part by executive action.

While the Devers Committee was concerned primarily with state correctional institutions, the Committee recommended that "there should be a decided effort to improve county prisons . . ." and ". . . that the legislature be memorialized toward establishing farm colonies or other institutions to receive short-term prisoners."

4. The purposes of prisons are to protect society by incarcerating certain offenders, to carry out penalties imposed by law and to change criminal attitudes through systematic treatment programs. To accomplish these aims, prisons are generally classified into maximum, medium and minimum security facilities and programs. Most of the Commonwealth's penal institutions were originally built as maximum security prisons, the current cost of construction of which is from \$15,000 to \$20,000 per cell. Pennsylvania has more than enough maximum security prisons and no new ones will be required in the foreseeable future.

This finding was in accord with the position of the Bureau of Correction that no additional maximum security prison cells are required. If maximum security cases are removed from the Philadelphia and Pittsburgh institutions to other existing state prisons with maximum security facilities, the displaced prisoners can safely be moved into less costly medium or minimum security accommodations.

5. At least one-third of the state prison population requires no more than minimum security custody.

Despite this fact, the State has only one mobile forestry camp currently in operation that accommodates approximately forty minimum security prisoners; even these men spend their week-ends in maximum security cells. Two more such mobile camps are under construction.

The American Correctional Association, using averages from the various states, estimates that approximately 33 percent of adult prison populations can function best under minimum security, 50 percent medium, and 15 percent maximum; 2 percent are intractable. Experience has shown that distribution in the Pennsylvania Bureau of Correction approximates these figures.

A report on the State Correctional System to the Joint State Government Commission by the Bureau of Correction—7/11/62, states “. . . The Bureau of Correction does not now, nor has it at any time in the past recommended the construction of any maximum security type institution in this Commonwealth.”

As an example of the use that Pennsylvania could make of minimum security facilities, the Bureau of Correction estimates that 800 of the 926 prisoners at the State Correctional Institution at Rockview could be housed safely in minimum security facilities outside the enclosure at a cost of about \$750 per bed. Similar minimum security facilities could be built outside the wall at the State Correctional Institution at Graterford. Moreover, there are several state hospitals nearby that could be serviced by these prisoners.

RECOMMENDATIONS

I. While there is no need in the foreseeable future for a new maximum security type prison in Pennsylvania, there is immediate need for wide expansion of new adult treatment facilities of minimum, unwalled character for the better risk, properly screened inmates (See Appendix II). Accordingly, there should be developed the following new facilities:

A. A system of state agricultural and forestry camps, low in construction costs, where inmates can be employed on agricultural, conservation and forestry projects of the State.

A Task Force and Advisory Committee delegation visited Michigan agricultural and forestry camps thirteen of which were developed in a program established in 1952. Located throughout the State and operated by the Department of Corrections in cooperation with the Department of Conservation, their total inmate capacity was 1,400 out of a total state prison population of approximately 10,000. One of Michigan's five minimum security farm units on the reservation of the State Prison of Southern Michigan was visited. (See Appendix III).

Pennsylvania will soon be completing its second and third mobile forestry camps, bringing the capacity of this type of facility to 120. While certain advantages of this type of camp were recognized, the

conventional type forestry camp was looked upon with favor as a means of providing for a substantial proportion of prisoners suited to conservation work under minimum security.

Consideration was given to the question of whether there is evidence to demonstrate that prisoners placed in farm colonies, forestry camps and other work units servicing state hospitals are more effectively rehabilitated because of such placement than are those who remain in conventional prison systems. Such evidence is presently unavailable, but it was agreed that research should be undertaken to provide reliable and valid data to test this assumption. However, it was also agreed that prisoners would obviously be more useful to the community if fully employed in such ways and that these programs are not only less costly but are also considered more humane (See Appendix IV).

B. Several "satellite" facilities for good risk inmates who would work in and on the grounds of non-penal institutions while living under the supervision of the Bureau of Correction.

Advisory Committee members visited New Jersey to study its program of "satellite" institutions. Pennsylvania had operated such facilities during World War II, but while generally satisfactory, they were subsequently discontinued. New Jersey presently has four such institutions in operation and is building a fifth. All are minimum security, without walls, fences or locks. Inmates live at these institutions continuously. One service unit housing 125 adult prisoners is on the grounds of a state hospital. Inmates operate the hospital farm and laundry and spend one or two years there. The second unit is near another state hospital and the adult prisoners are used for farming. A third unit houses youths 15 to 21 years of age. The State Reformatory operates another farm near a state hospital. A fourth unit consists of 56 inmates from the reformatory for young men whose ages average 21, but range from 16 to 30. The inmates live in a converted hospital cottage, work on hospital grounds, farm and perform general maintenance tasks. They have visits, recreation, group therapy at their cottage, and medical service at the institution they are servicing. Time served is generally from four to twelve months.

Under construction is another "satellite" facility for reformatory youths. It will house 76 inmates, provide kitchen service for a

state institution for mentally retarded males, and contain an indoor recreation area, a classroom, a group therapy room and a living-room. The cost for this facility will be \$4,000 per inmate.

C. Specialized training facilities for selected youthful offenders whose adjustment on release would be accelerated by such special training.

The Cassidy Lake (Michigan) Technical School, a minimum security cottage-type educational facility for young men which houses approximately 250 offenders (Appendix III) is a striking example of such specialized facilities.

2. One or more pre-parole camps should be constructed, designed to prepare parolees, prior to their release, for finding jobs and for life under parole supervision.

The Michigan Parole Camp, established in 1952 at a cost of approximately \$300 per bed for the 128-man capacity, favorably impressed the Pennsylvania delegation. About 1,300 inmates eligible for parole are processed through the camp each year. Each inmate stays for four weeks: 12 days in pre-parole classes, and the remainder in conservation and maintenance work. The stay at the camp is designed to bridge the gap from institutional living to civilian life, and the classes include discussion with outside authorities about such problems as employment, alcohol, mental and emotional conflicts, community adjustments, family relationships, and the attitudes of law-enforcement officers. Pennsylvania's Commissioner of Correction was in favor of this kind of facility with smaller parole camp units.

3. The State Correctional Institution at Pittsburgh should be retained but its "house" population should be reduced to approximately 500 inmates beyond the number of persons at any one time in the Western Diagnostic and Classification Center. Adjoining land should be acquired by the state as a buffer zone and for other purposes.

The Devers Committee, in its 1953 report, recommended reduction of the "house" population at Eastern and Western to 500 each. In its follow-up report, (1954), it stated, "We again repeat that a 'house' population of 500 or less is to be desired at both Eastern and Western." The Bureau of Correction would like to reduce the

population to 500, thus permitting discontinuance of the top tiers in the cell blocks which are difficult to supervise, a better classification of the men within the institution and greater employment of inmates (See Appendix V).

4. The State Correctional Institution at Philadelphia should be discontinued as a maximum security prison for maximum security general prison population cases and the present "house" population of this institution should be redistributed to other institutions of the Bureau of Correction.

The current study was initiated after an abortive prison break at Eastern in January 1961, an incident that once again focussed attention on the fact that "Cherry Hill," as it is known, was built in 1829. Housing 1,100 inmates, 400 of them in the Diagnostic Center, Eastern is an archaic facility with a huge 35-foot stone wall enclosing 10 acres. Its cells are dark and dingy, office space is at a premium, recreation area inadequate and maintenance and modernization are continuing management problems. The Commissioner of the Bureau of Correction indicated that he would prefer to see Eastern vacated and the site no longer used. After considering his views the Advisory Committee and Task Force concluded that, while administration of a maximum security prison in a densely populated city area involves special problems, they can be met by regular guard inspections. As to the danger to citizens in the area resulting from attempted escapes and riots it was noted that there is no record of any resident in the vicinity being injured from such causes. The ability to control mass inmate disturbances was well demonstrated by the quick response of large emergency police forces during the attempted break in 1961. Nevertheless there was a full recognition of the need for discontinuing Eastern as a facility exclusively for long term, poor risk inmates although proposing its conversion to serve other purposes (Appendix VI).

5. There should be established in Philadelphia a facility for research and treatment and for diagnosis and classification. The site of the new facility was recommended to be at the site of the present institution, but should be determined ultimately after a study has been made of the program, staff requirements and physical facilities to

house them, and after the cost of renovating the present institution in Philadelphia has been compared to the cost of constructing a new facility at the same site or at some other site convenient to Philadelphia's university and hospital facilities (Appendices VII and VIII).

The present diagnostic and classification unit at the State Correctional Institution at Philadelphia is over-crowded and the facilities are seriously inadequate. This incapacity of the reception unit for the Eastern half of the State to function with full efficiency and effectiveness limits to considerable extent the operations of other programs throughout the Bureau of Correction. Useful diagnosis and classification of offenders does not mean labeling and pigeon-holing a prisoner. Rather, it is an intricate, subtle process requiring the most skillful behavioral scientists and correctional personnel to ascertain the basic problems responsible for the criminal behavior of each individual and prescribing ways of dealing with these problems.

Pennsylvania's correctional institutions within the Bureau of Correction (with the exception of Muncy) have large inmate populations. It is not feasible to test out in large institutions the effectiveness of many aspects of treatment programs for the correction of criminal behavior patterns. Sound administration dictates that each program must be tested out and evaluated using pilot projects within an institution designed for this purpose. Custodial restrictions considered necessary for the control of a large prison population have not made possible intensive treatment and research projects in Pennsylvania's penitentiaries. Only when the state establishes an intensive treatment and research institution specifically for these purposes will it have these programs. Furthermore, the evidence is clear that in order to staff, operate and maintain the necessary public acceptance and support, the facility must be closely integrated with community resources. The findings and test results of the proposed intensive treatment and research facility within the Bureau of Correction would be utilized throughout the State system.

The people of Pennsylvania are spending many millions of dollars a year to apprehend, try, convict and imprison criminals. The public expects and deserves protection against recidivists. However,

no State help or subsidy, and no real State concern expressed for probation work throughout Pennsylvania.

3. Probation services in Pennsylvania are for the most part unavailable and unused by the courts for both felony and misdemeanor offenses.

The first line of defense in a good correctional system is the availability of a sound pre-sentence investigation for the purpose of sentencing, and the full use of probation for those for whom it is proper. An alternative is incarceration for a period as long or as short as required, subject to a good parole selection system and adequate parole supervision.

The status of probation service in Pennsylvania is clearly reflected in the National Probation and Parole Association's study in 1957 and the status today is substantially as reflected at that time (Appendix IX). This report shows: 1) offenders are sentenced *predominantly* without the benefit of a pre-sentence investigation; 2) there is a high rate of prison commitments; 3) there is a low rate for the use of probation; 4) there are too few probation officers to do well what they are doing and caseloads are excessive; 5) more probation officers are required to make more pre-sentence investigations and to give closer supervision to more probationers; 6) salaries are low; and 7) probation officers are not well trained for their work.

The report disclosed further that pre-sentence investigations were made in about 3 percent of the cases disposed of by sentence. In Michigan, in contrast, about 95 percent of all offenders sentenced to prison received a pre-sentence investigation. In Michigan and New York the State Law provides for a pre-sentence investigation in all felony cases. In misdemeanor cases one is made at the discretion of the judge.

In Pennsylvania, probation in 1957 was granted to 26 percent of all persons convicted. In Michigan the statewide average is 58 percent in all felony cases (Appendix X), and in one Michigan county probation was used in 67.1 percent of all felony cases (Appendix XI). The national average is from 35 to 40 percent in felony cases and 60 to 80 percent in misdemeanor cases.

Prison sentences as distinguished from probation were given in Pennsylvania at the rate of 130 per 100,000 population, whereas the national average was 116 per 100,000 population, and some states had a rate as low as 50.

4. The State Government is directly concerned with the improvement and extension of probation services.

In addition to its value as a rehabilitation measure, there is a vital economic aspect to probation. Imprisonment maintenance in State institutions in Pennsylvania costs \$2,000 per inmate per year. The cost of probation services is from one-eighth to one-tenth of this.

It is estimated on the basis of population expansion alone that at the present rate of imprisonment our State prison population will be increased by 1,200 inmates by 1970 and 2,400 inmates by 1980. The cost of prison construction and maintenance will be considerable unless probation services are upgraded and used.

The State has a responsibility to see that there are good standards of probation. These standards relate to minimum qualifications and minimum salaries for probation staff, availability of pre-sentence investigations and sound supervision of probationers, availability of qualified probation officers, provision for training of staff, the development of good methods of work.

There are several successful patterns for State probation administration throughout the nation. These are reflected in the following types of administrations: 1) the State provides all or some probation service, either by (a) setting up a probation program separate from parole, (b) combining a probation and parole statewide field service under an independent board or commission, (c) providing for a probation service with another bureau or division of a state department; 2) the State sets standards and gives general supervision to probation work throughout the State, either along with or apart from the administration of a state probation service; 3) State subsidy is provided either by giving probation service directly to the courts or by making money grants to the courts to supplement their own probation service.

5. The Pennsylvania Board of Parole is too small to carry its present work load.

The three members of the Parole Board personally visit the State and county prisons to interview persons eligible for parole and returned parolees for violations and to review continued and re-parole hearing cases. Their workload is excessive and their compensation is below the standard in comparable states.

6. Parolee success could be enhanced considerably by psychiatric and psychological evaluation, consultation and treatment of parolees prior to release and when they are under supervision.

This professional service is not readily available from community resources. It is in the public's interest to have this help provided. In New York, the State office of Mental Health has made available to the New York Board of Parole professional employees including psychiatrists and psychologists for this purpose. A unit has been established at the New York City Parole Office by the New York State Department of Hygiene. Parole officers refer parolees to the unit for psychiatric and psychological evaluation. This is followed by consultation with the parole staff and treatment of certain offenders. A similar service is urgently needed in the district offices of the Pennsylvania Board of Parole.

RECOMMENDATIONS

1. State-administered probation services should be provided to the courts of the Commonwealth upon request of the court when the court cannot or chooses not to provide its own service. State services should include the making of pre-sentence investigations and the supervision of probationers.

Pennsylvania's county-administered probation system has serious shortcomings long publicly recognized. These shortcomings are reflected in the extremely low incidence of pre-sentence investigation reports, the relatively infrequent use of probation by the courts, the greater resort to costly prison commitments in cases where pro-

bation would be eminently satisfactory, and where probation is used the grave uncertainty as to the adequacy of supervision over the probationers. Because of low standards, failure to recognize the value of probation as an instrument for the control of the criminal, qualified personnel has not been attracted to the profession. Accordingly competent probation staff has not been available at the very low salaries offered in Pennsylvania counties. The current state pattern is further complicated by the fact that Pennsylvania law permits the State's Board of Parole staff, on the request of county court, to supervise probationers but not to make pre-sentence investigations and reports.

The purpose of this recommendation is to retain the present system of county-administered probation but to supplement it with State services where county courts request such services. This pattern has been developed with considerable success in Michigan.

2. Responsibility for the State-administered probation service should be vested in the Board of Parole which should be known hereafter as the Board of Probation and Parole.

Rather than create an independent agency to administer probation the responsibilities of the present Board of Parole would be expanded and its name changed. In effect, this proposal is only an extension of the present limited responsibility for probation which the law has given to the Board of Parole. Board of Parole services calling for the supervision of probationers are currently used by county courts in 350 cases. By retaining responsibility for the extended state probation service in the Board of Parole, through a change in its name and responsibility, the creation of another state agency is obviated.

3. The jurisdiction of the Board of Probation and Parole should include the making of pre-sentence investigations at the request of the courts in addition to the supervision of probationers as now authorized.

Pre-sentence investigations and the reports based on them are just as essential in the control of crime as prison walls and bars. Without such comprehensive social histories of the criminal the court is compelled to impose sentence after conviction without a

full understanding of the criminal. The judge has had access to a police report but little else that would guide him in determining the disposition he ought to make.

The need for pre-sentence investigations is particularly obvious in the case of criminals who are convicted of the more serious crimes calling for imprisonment in State penal institutions. Under the law these convicted criminals are sent to the Eastern or to the Western Diagnostic and Classification Centers (Philadelphia, Pittsburgh). When there has been no pre-sentence investigation they wait in these centers in comparative idleness while some background information is accumulated. This period of idleness frequently lasts as long as three or four months and is caused in part by the fact that no pre-sentence investigation has been made.

When the criminal is eligible to apply for parole the Board of Parole is required to undertake an investigation and to develop a social history that will guide it in deciding whether or not to grant parole. But this occurs after the criminal has been in a penal institution often for as long as five or ten years and the facts that would have been adduced through a pre-sentence investigation often are no longer available. Thus the absence of a pre-sentence investigation report handicaps the Board of Parole just as it does the classification and diagnostic center and the court itself. The recommendation would authorize the Board of Probation and Parole to add the making of pre-sentence investigations to its present responsibility for supervising probationers on the request of county courts and to expand both services appreciably.

4. The Board of Probation and Parole should consist of five members representing an increase of two over the present Board of Parole.

When it is recognized that the three members of the Board of Parole are involved personally in more than 7,000 decisions a year and that the majority of these decisions require personal interviews in widely separated parts of the state the extent of the workload becomes apparent. The task of passing judgment on 3,500 applications for parole annually with the accompanying examination of files, study of histories, interviewing of friends, relatives and witnesses, correspondence with sentencing judges and district attorneys requires the addition of at least two members to the present board.

Expansion of responsibilities through the creation of the Board of Probation and Parole would provide ample justification for a five-member board.

5. The Board of Probation and Parole should be directed by its chairman who should appoint the personnel necessary for the conduct of the board. The Chairman of the Board of Probation and Parole should endeavor to secure the effective application of the probation system in all of the courts of the state and the enforcement of probation laws.

No single individual or agency currently is responsible for securing effective application of the probation system in the courts of the state. The very absence of this responsibility in any single governmental agency is at the root of Pennsylvania's failure to use probation effectively. Probation officers in many counties of the state are used primarily for the collection of fines, support payments and other non-probation duties. The Commonwealth has never had a single probation system. Rather it has as many differing probation systems as there are counties and often as many differing systems within counties as there are judges. Centralization of responsibility for stimulating the development of a uniform probation system throughout the Commonwealth is a first step in building a sound correctional program. Selection of personnel should be under a merit system equivalent at least to that now effective in the Board of Parole.

6. The Board of Probation and Parole should have access to all probation officers and records in all of the criminal courts of the Commonwealth.

Uniform data on the use of probation has never been available in Pennsylvania. As a consequence the measurement of results of probation has been extremely difficult if not impossible. Access to probation records, their compilation and analysis would mean that data developed in one county would become available to the entire state. Thus a criminal on probation in one county who committed a subsequent offense in another county would be much better known to the sentencing judge and to prison authorities.

7. The Board of Probation and Parole should collect and maintain a complete file of all pre-sentence investigations made by all probation officers throughout the state whether employed by the state or by the respective counties. It should collect, compile and publish statis-

tical and other information relating to probation work in all courts and such other information as may be of value in probation services.

The problem of the limited use of pre-sentence investigation reports in Pennsylvania is further aggravated by the fact that even when they are available their use is often limited to the court for which they were made. When a state agency becomes the repository for all pre-sentence investigation reports that have served their initial purpose in the courts their usefulness will be extended many times. By maintaining a complete file of all pre-sentence reports the Board of Probation and Parole would be developing a library of information about criminals second to none in the Commonwealth. The regular publication of statistical data on probation would, for the first time, provide a yardstick to measure the effectiveness of probation. Today there is no source of information to acquaint the judges of the Commonwealth with state-wide results in the use of probation.

8. Probation officers of county courts should be required to submit such reports as may be required to the Board of Probation and Parole on forms prescribed and furnished by the Board of Probation and Parole.

9. A pre-sentence investigation should be mandatory in each case wherein the statutory maximum sentence of imprisonment is for two years or more.

The federal courts as well as the court systems of many of the more progressive states provide for mandatory pre-sentence investigations. The reason for this is that without a pre-sentence investigation study being made the judge is imposing sentence on a "hunch" basis. Under the regulations of the federal court system the probation staff is required to develop a pre-sentence investigation study in every case unless the judge specifically states that he will not require such a report. Since only three percent of Pennsylvania convictions (1957) were followed by pre-sentence investigation studies it is safe to say that far less was known about criminals convicted in this state than in other states or in the federal system where pre-sentence studies were made in from 80 to 95 percent of convictions.

10. A pre-sentence investigation may be required at the discretion of the court in cases wherein the maximum sentence of imprisonment is for less than two years.

Simply because the offense committed carries a penalty of less than two years is no reason to assume that the criminal's background might not require intensive study. Once that probation is developed adequately in the state judges will be more inclined to make use of this investigative service. They should be able to call for a study and report regardless of the penalty imposed by statute so long as they feel that the report will be helpful to them in disposing of the case.

11. The Board of Probation and Parole should establish and enforce the standards for (a) the pre-sentence investigation, (b) the supervision of probationers, (c) the qualifications for probation personnel, (d) minimum salaries, and (e) quality of probation service.

There will be no improvement in probation in the Commonwealth unless and until state-wide standards are established and enforced. The effectiveness of the pre-sentence investigation will be determined largely by the uniformity in which social histories are compiled and reported. Standards for supervision of probationers will determine under what conditions supervision must be intensive for the protection of society as well as the reformation of the probationer and when it can be infrequent and casual. Regrettably most probation supervision in Pennsylvania is of the latter type affording no real protection to the community and offering little help to the probationer. Qualifications for probation personnel are meaningless unless minimum salaries commensurate with the qualifications are provided. And unless qualifications are required there is no assurance that the quality of service will be meaningful.

12. A state system of grants-in-aid to county courts should be established to permit the employment of additional probation staff for pre-sentence investigations and for probation supervision provided that such staff meets the qualifications established by the State Board of Probation and Parole.

It is relatively meaningless to require conformity to state standards without providing some inducement or assistance in meeting those standards. For the past two or more years such grants in aid have been provided by the Department of Public Welfare to county

juvenile courts for the purpose of strengthening probation services to the juvenile court. Conditions required to qualify for such grants were established by the Juvenile Court Judges' Commission, a State agency. This recommendation extends a similar inducement to criminal courts.

13. An advisory committee on probation with strong representation from the judiciary should be created within the Board of Probation and Parole.

Since state-wide acceptance of probation will require the full cooperation and participation of the judiciary, of county officials and particularly county commissioners, an advisory committee would be a helpful instrument to achieve such acceptance. Such a committee would be essential in the formulation and promulgation of qualifying standards relating to probation services in the counties.

14. The jurisdiction of the Board of Probation and Parole should be extended to inmates of county and state penal institutions whose maximum sentences provide for imprisonment of one year or more.

Currently the Board of Parole has jurisdiction over the release of prisoners on parole from any state or county penal institution provided the sentence was for a term of two years or more. The responsibility for the parole of prisoners who are sentenced for less than two years is vested in the court. Accordingly there are two parole authorities in the Commonwealth—the Board of Parole and the courts. Since the paroles granted by the courts require supervision by county probation staff the quality of such parole supervision is measured by the quality of county probation staff previously discussed. With county probation staff largely overworked and relatively untrained the transfer of jurisdiction in accordance with this recommendation would materially ease the burden on county probation officers. While it would expand the responsibilities of the state parole agents their recognized competence would give assurance of more effective supervision. Perhaps even more important, however, is the fact that more criminals convicted in the Commonwealth would be judged by the same parole standard rather than by a variety of standards as numerous as there are counties and judges.

15. The Office of Mental Health of the Pennsylvania Department of Public Welfare should provide mental health services to the Board of Probation and Parole by the assignment of professional staff for diagnosis and evaluation, and for consultation and treatment of probationers and parolees. Units to provide such services should be established in the larger district offices of the Board of Probation and Parole and should be staffed by professional employees of the Office of Mental Health.

Based largely on the successful experience of New York State this recommendation would, for the first time, provide ample psychological and psychiatric services to the Board of Parole. Equally important it would make possible the continuing examination and evaluation of parolees while they are on parole.

The unavailability of psychiatric services to penal institutions and to the Board of Parole has been a serious problem in Pennsylvania. The psychiatric needs of approximately 8,000 inmates of the Commonwealth's penal institutions are ministered to by only one full-time and seven part-time psychiatrists. Even the psychiatric services required in the diagnostic and classification centers are rigidly limited.

While individual projects involving cooperation of the Office of Mental Health and the Board of Parole have been undertaken in the past they have been on a purely voluntary basis. The import of this recommendation is to establish a continuing service that would make possible the pre-release psychiatric diagnosis and evaluation of applicants for parole and the post-release consultation and treatment of parolees. The same services would be made available to probationers.

16. The compensation of members of the Board of Probation and Parole which were comparable to those of judges in the smaller counties when the present Board of Parole was established should be increased so that they are more comparable with present day judicial salaries and with compensation paid for similar services in other states.

COUNTY JAILS AND PRISONS

FINDINGS

1. Most of Pennsylvania's sixty-nine county jails (with their six thousand inmates) are archaic and unsatisfactory for anything other than very limited detention and custodial care. Some counties now are building or projecting expensive replacements or additions. But meanwhile there exists no modern or sound policy defining the appropriate place of the county jail in a statewide correctional system.

A. *Number of County Jails and Prisons, and Populations.* There are sixty-nine county jails and prisons in Pennsylvania, varying in size from Holmesburg Prison in Philadelphia with a population of over 1,200, to Sullivan County Jail which averages less than a prisoner a day. (Philadelphia has three institutions; Allegheny County has two; Centre County's jail burned and has not been replaced. Each of the other counties has one jail.)

County institutions with the largest inmate population on December 31, 1960 and those with the smallest populations are shown below.

The largest:

Philadelphia	Holmesburg, 995 Moyamensing, 924 House of Correction, 845
Allegheny	Workhouse, 711 County Prison, 427
Delaware County Prison	300
Berks County Prison	147
Dauphin County Prison	162
Montgomery County Prison	199
Lancaster County Prison	185

The smallest:

Union, Cameron and Forest county jails averaged a prisoner a day. Sullivan County averaged less than one prisoner a day in 1960.

In addition to "sentenced" prisoners, county jails and prisons also house persons committed in default of payment of fines or costs, "unsentenced" prisoners awaiting trial or other disposition, and prisoners who are being held for various authorities, as the various Federal agencies, State Board of Parole, police departments, and juvenile courts.

B. *Administration of County Jails and Prisons.* In first to fifth class counties, county prisons and jails are administered by a warden appointed by the prison board. (Lancaster is an exception. Under special legislation the Warden of the Lancaster County Prison is elected.) In sixth to eighth class counties, the jails are administered by the sheriff, who is elected every four years.

The Bureau of Correction had this to say about county jails:

"There is little uniformity of personnel standards among the county prisons and jails. With the exception of the three Philadelphia County Prisons, which are operated under a centralized penal system, none of the county prisons or jails select personnel through a civil service or merit system. Qualifications of age, education, and professional training vary widely and are not precisely defined for the most part. In many cases minimum or definite qualifications are not specified, and in few instances are applicants fully investigated as to their qualifications.

"(1) *Ages.* In general specific age requirements for county prison or jail personnel are not set except for guard officers or turnkeys. The minimum age at which such personnel are hired ranges from 20 to 55, and the maximum age ranges from 40 to 65. We do not record the age of individual personnel in the county prisons and jails, only the age range among custodial personnel. As indicated by these age ranges and other factors, the average age of custodial personnel is quite high. For example, the age of the youngest guard or turnkey in each of the seventy (70) county prisons and jails ranges from 20 to 62, and the age of the oldest guard or turnkey ranges from 41 to 77. For the most part, the guards or turnkeys in the smaller county jails are well up in years.

"(2) *Educational Level.* The three Philadelphia County Prisons require an eighth grade education, twenty other county prisons or jails require a high school education, but the remainder have no specific educational requirements.

“(3) *Professional Qualifications.* For the most part these qualifications are vague and limited, such as the following: experience; resident of the county; qualified for jail work; clear record; trustworthy; physically fit; police or military training; ability and honesty; etc.

“(4) *Length of Service.* This is not recorded except for Sheriffs and Wardens. The average length of service among the current Sheriff administrators is over six years, and for the current Warden administrators it is over ten years.”

C. Many Pennsylvania County Jails Are Old and Not Adequate for Modern Needs. Forty-six of the 69 county institutions were built more than fifty years ago, and the Bureau of Correction records do not show any important modernization or remodeling in the past fifty years. These institutions were designed primarily as “holding institutions.” According to the Bureau of Correction, these older institutions—as well as many constructed more recently—are not equipped physically or with the staff to offer vocational or academic education, medical, dental, and psychiatric services, or psychological counseling.

D. The “Tried” and “Untried” Are Held Together in County Institutions. The detention in the county jail of adults awaiting trial along with sentenced prisoners has long been a cause of concern of those interested in our correctional system. The following is quoted from the report of the Mayor’s Study Advisory Committee for the Philadelphia House of Detention:

“A fundamental characteristic of the judicial system in a democratic society is that the untried prisoner is in a markedly different legal status from that of a prisoner who has been convicted of a criminal offense. Society’s responsibility for the untried prisoner is to “safely keep” the person until a trial can be held and the guilt or innocence of the accused determined. The presumed innocence of the accused person requires that he not be placed in forced contact with convicted prisoners. This basic separation of the untried from the convicted prisoner is not only a logical outgrowth of the principle cited above, it also represents a sound principle in penal administration.”

E. *Pennsylvania Has a System, Not Found in Many Other States, Under Which Courts May Sentence to Long Terms in Local Institutions.* The Penal Code of Pennsylvania sets forth the various penal offenses and specifies the penalties which may be imposed by the courts on persons who are convicted of violation of any of these provisions.

If the section of the Penal Code provides that any person convicted of violation of such section shall “undergo imprisonment” or “shall be imprisoned” for any period of time, this is deemed to be “simple imprisonment,” and “all persons sentenced to simple imprisonment shall be confined in the county jail where the conviction shall take place.” Penalties for certain offenses carry sentences of “simple imprisonment” to a county jail for terms as high as five years.

If the section of the Penal Code provides that any person guilty of the offense covered in the section shall be “sentenced to imprisonment at labor by separate and solitary confinement,” the sentence shall be to a State penitentiary. But there are exceptions to this. By special legislation, in the 19th Century, some counties were authorized to establish county “prisons” which thus became eligible to receive long-term inmates.

Philadelphia	— 1790	Schuylkill	— 1852
Chester	— 1839	Allegheny	— 1865
Dauphin	— 1841	Delaware	— 1866
Berks	— 1848	Luzerne	— 1868
Lancaster	— 1850	Lehigh	— 1869
Montgomery	— 1851	Northampton	— 1871
		Northumberland	— 1878

The act which provides that a sentence “to imprisonment at labor by separate and solitary confinement” shall be served in a penitentiary, also includes the following proviso:

That nothing in this section shall prevent such person from being sentenced to imprisonment and labor, by separate or solitary confinement, in the *county prisons now or hereafter authorized by law to receive convicts of a like description.*

In actual practice sentences to state institutions or to county prisons are no longer "at labor by separate and solitary confinement."

Prisoners with maximum sentences of two years or more can be released on parole only by the Board of Parole. The practice of sentencing such prisoners to county jails throughout the state makes it impossible for the Parole Board to comply with the law, which requires a member of the Board, personally, to hear an applicant for release on parole. (*Agents* of the Board now visit county institutions for such parole hearings.)

The Bureau of Correction reported that "As of midnight June 30, 1962, there were a total of 7,008 prisoners in the 70 county prisons and jails in the State. Of this total 1,333, or 19 percent, were serving maximum sentences of two years or more, distributed among 32 county prisons." (Further information is shown in Appendix XII.)

About 47 percent of all prisoners in Pennsylvania are confined in local jails, and about 20 percent of these are serving sentences with a maximum of two years or over. As a result, the local Pennsylvania jail often has a very heterogeneous population ranging from the minor traffic offender to the major criminal with severe psychotic disturbances. In short, Pennsylvania jails have a close relationship with the State system, but at the same time they have no well-defined role or program and many must in effect carry on a program to cover almost every contingency in the field of corrections. In most states, this situation does not exist because persons sentenced to more than six months or one year are automatically confined in and treated by a state penal institution.

F. The Present System of Confining Alcoholics, Narcotic Addicts, Mentally Ill, and Juveniles in County Jails Needs Further Study. County jails now receive alcoholics on short sentences—often from minor judiciary—with no facilities or program for treatment or rehabilitation of such persons. Mentally ill persons often are sent to county jails on charges of "drunk and disorderly." During 1961, 3,897 boys and girls under the age of 18 were held in county jails awaiting hearing in juvenile court, or transfer to training schools or other institutions. These and other equally serious problems await study.

RECOMMENDATIONS

1. The Commonwealth should establish a system of regional correctional facilities each limited to approximately 150 prisoners, and geographically distributed throughout the state. Such regional facilities should have diversified and specialized programs of treatment and rehabilitation and they should be established and administered as part of the State correctional system. When such facilities are established legislation should be enacted providing that persons sentenced to terms of two years or more should be sentenced to State institutions and not to county institutions, except that the Department of Justice, in its jail inspection program, should be given authority to approve those county jails having adequate facilities and program to receive prisoners with maximum sentences not exceeding five years (Appendix VII).

For almost fifty years there have been discussions and recommendations of ways to establish regional correctional facilities for many of the prisoners sentenced to county institutions. All of these proposals have been for joint county operation, and none was put into operation.

In 1917, legislation was enacted dividing the State into nine districts and providing that an industrial farm should be erected in each district. No action was taken to carry out these provisions, and this act was repealed in 1929. A commission appointed by the Governor in 1919 recommended the establishment of four regional State-administered prison farms, but no action was taken by the Legislature on this recommendation.

In 1929, legislation was passed providing for the establishment of ten district industrial farms and workhouses in the State. Philadelphia and Allegheny Counties were each to constitute a separate district. The other districts each were to consist of several counties, and the institutions in these districts were to be managed by a district board on which each of the counties in the district would be represented. No such district institutions were established and the 1929 act was repealed in 1931 with the passage of an act authorizing the county commissioners of any two or more counties (except Philadelphia) to join in establishing a joint industrial farm and workhouse. No joint industrial farm or workhouse has been established

under the provisions of this act, which is still effective, but some counties have established prison farms: Berks, Chester, Delaware, Montgomery, Philadelphia, Allegheny.

The Allegheny County Workhouse—Although owned and operated by Allegheny County, the Workhouse serves thirty-five other counties as well. Over 250 prisoners from other counties are included in the inmate population (See Appendix XIII), showing the need for some type of institution between the county jail and the present State correctional institutions.

2. When the State regional facilities recommended have been established, legislation should be enacted providing that, at the option of any county, the State shall accept prisoners who have been sentenced for more than six months but less than two years.

3. The system of periodic inspection of county jails by the Department of Justice should be broadened in scope to include not only prison facilities and plant, but also programs for the treatment and rehabilitation of offenders. Reports of inspections made by the Bureau of Correction to the counties should include notations under both headings.

The Bureau of Correction has responsibility to visit and inspect all county jails and prisons and to direct those in charge to correct any objectionable conditions. The classification criteria on which the Bureau bases its inspections and reports are: (1) Administration and Records, (2) Building, Equipment and Facilities, (3) Custody and Security Procedures, (4) Control and Discipline of Prisoners, (5) Housekeeping, Sanitation and Personal Hygiene, (6) Medical and Health Services, (7) Food and Culinary Management, (8) Industries and Prisoner Employment, (9) Recreational Activities for Prisoners, (10) Educational Training and Religious Services.

The Bureau reports that its only real authority to enforce recommendations is to condemn the county prison or jail, and to request the Department of Justice to institute "appropriate legal proceedings" to enforce compliance therewith.

APPENDICES

APPENDIX I

SUMMARY OF RECOMMENDATIONS OF THE ASHE COMMITTEE

- A. That the State correctional system be organized on State-wide basis.
- B. That there be classification of institutions.
- C. That there be a single Classification Center.
- D. That the Classification Center be located at White Hill.
- E. That the Eastern State Penitentiary at Philadelphia be abandoned.
- F. That the Western State Penitentiary at Pittsburgh be retained only temporarily.
- G. That the normal prison capacity of the State be 7,000.
- H. That Rockview and Graterford be retained.
 - I. That Pennsylvania Industrial School at Huntingdon be used as a medium security prison.
 - J. That one unit of the Pennsylvania Industrial School at White Hill be used as a minimum security prison.
- K. That a new medium security prison be erected.
- L. That a new maximum security prison be erected.
- M. That the normal reformatory capacity be 2,400.
- N. That two new reformatories be erected.
- O. That a new institution for defective offenders be erected.
- P. That necessary additions be made at Muncy.
- Q. That administration of correctional system be vested in the Commissioner of Correction.
- R. That the co-educational policy be discontinued at Morganza.
- S. That a new institution be erected for delinquent girls.
- T. That a new institution be erected for delinquent boys.
- U. That supervision of training schools remain in the Department of Welfare.

SOURCE: *Report of the Committee* appointed by Honorable Edward Martin to Survey the Penal and Correctional System of the Commonwealth of Pennsylvania, July, 1944, pp. ix-xii.

SUMMARY OF RECOMMENDATIONS OF THE DEVERS COMMITTEE

PHYSICAL ALTERATIONS

1. Eastern Penitentiary should have its capacity reduced to approximately five hundred prisoners. All unnecessary and unused structures inside the wall should be dismantled and removed by prison labor. Particular attention should be paid to the removal of the oldest cells. No new major construction should be had except the creation of an all-purpose auditorium and such offices and quarters as may be necessary for the purposes outlined in Recommendation No. 17.

2. Western Penitentiary should have its capacity reduced to approximately five hundred prisoners. There should be a new kitchen, dining room and sink room constructed with modern appliances installed. The main cell block should be made secure by adequate blocking of the space above the ceiling and the blocks divided by a partition to facilitate handling the population. Proper offices and quarters should be provided for the purposes outlined in Recommendation No. 17.

3. Wherever possible, particularly at Rockview, White Hill and Graterford, communications and utility controls should be moved outside the enclosures.

4. The main communication hall at Graterford should be blocked at intervals by secure partitions to facilitate better control of the population. Some thought should be given to a better control system to prevent improper access to the industrial shops from the main hall.

5. The so-called "hole" beneath the main building at Western should be eliminated at once. The punishment cells in the basement of the home block should also be eliminated.

6. All present punishment cells in use at Eastern should be eliminated at once. In removing old cells and remodeling and rearranging the prison for the uses outlined in Recommendation No. 17, new punishment cells can be constructed or assigned according to design.

IMMEDIATE NEW CONSTRUCTION

7. We recommend the creation of a new institution for defective delinquents.

8. There should be a farm colony established outside the enclosure at both Rockview and Graterford. These colonies should be minimum security structures of a capacity commensurate with the size of the farm and the number of inmates employed thereon. Each colony should have a small auditorium, recreation room, bathing and dining facilities.

ULTIMATE NEW CONSTRUCTION

9. We recommend the construction of a new, centrally located cottage-type institution for girls and that the girls' school at Morganza be turned over to the boys' school. The space now occupied by the girls' school can be devoted, with alterations, to the housing of personnel for the boys' department and a much needed vocational school for small boys. In connection with this recommendation, see Act 1951, Sept. 26, P.L. 1457, authorizing the acquisition of a site for a State Training School for female juvenile delinquents. See also Act 1951, Sept. 26, P.L. 1532 and Act 1951, Sept. 26, P.L. 1530.

PERSONNEL

10. We recommend a uniform system of classification for prison employes below the level of Warden and Superintendent. Such classification should be commensurate with relative responsibility and duties. Promotion should be based upon demonstrated ability, merit and career service. Each classification should carry with it a salary scale applicable to each employee within the classification.

11. We recommend an upward adjustment in salaries of all prison employes.

12. The school operated at Hershey by the Pennsylvania State Police should be utilized for the training of custodial personnel below the rank of Warden and Superintendent. Training at the school should implement and supplement in-service training in the institution. The curriculum to be followed and extent of the training should be worked out by the superintendent of the school in cooperation with the Superintendent of Public Instruction and the Commissioner of Correction hereinafter referred to in Recommendation No. 14.

13. All supervision and control of correctional institutions should be removed from the Department of Welfare and transferred to the Department of Justice.

14. There should be a Bureau of Correction in the Department of Justice headed by a Commissioner of Correction responsible to the Attorney General. All institutional Wardens, Superintendents and bureau personnel should be under the Commissioner who, with the approval of the Attorney General, would engage, dismiss and assign the same. Institution heads, with the approval of the Commissioner, should have the authority to engage, dismiss and assign institutional personnel.

The Commissioner of Correction should be charged with the duty of managing and controlling all phases of correctional activity (except parole) including classification, prison industries, education and security.

He should have to assist him: (a) A Deputy Commissioner for Treatment charged with the function of directing corrective (rehabilitative) activities, classification, education, personnel training (professional) medical services, recreation, social services and vocational training. (b) A Deputy Commissioner for Operations charged with the function of directing personnel recruiting and training (custodial), business management and accounting, industries, equipment, construction, maintenance and records.

Subordinate to the Deputy Commissioner for Treatment there should be a Chief Medical Officer and four Directors each of which would be assigned to a separate correctional function as follows: education, classification, social service and research.

Subordinate to the Deputy Commissioner for Operations there should be a Chief Engineer and three Directors as follows: (1) A Director of Industries (2) A Director of Personnel and Training, and (3) A Director of Fiscal Operations.

A proper function of the Deputy for Operations in the procuring and supervision of salesmen and the dissemination of information to political sub-divisions able, by law, to make use of prison products. We recommend the inclusion of this function in the establishment of the suggested structure.

OPERATIONAL CHANGES

15. All correctional institutions within the Commonwealth should be integrated and operated as part of an overall plan. Each institution should receive prisoners regardless of the location of the sentencing court, and the Commissioner of Correction should have authority to transfer and retransfer prisoners at will between institutions in accordance with the principles of classification without the consent of the sentencing court. The only limitation to be imposed upon this authority should be the maintenance of the identity of women's institutions and those devoted to juveniles.

16. Original commitments of male offenders not sent to White Hill, Morganza, or a defective delinquent institution should be limited to the classification centers referred to in Recommendation No. 17. Adult male parole violators should be returned to a classification center for further diagnosis and classification.

17. Two classification centers should be established. In the Eastern District as now constituted, all original commitments under Recommendation No. 17 should be to the Eastern Penitentiary, at Philadelphia. In the Western District as now constituted, all such commitments should be to the Western Penitentiary, at Pittsburgh. For all other purposes, the Eastern and Western Districts should be abolished.

Both Eastern and Western Penitentiaries, in addition to being operated as classification centers, should be maintained as maximum security prisons for the confinement of those few prisoners determined by the classification process to be incorrigible and inappropriate for confinement in medium and minimum security institutions. These prisoners should be used as the framework of maintenance and operational crews.

18. All classification, transfers and retransfers, including inmates at White Hill, should be under the Deputy Commissioner for Treatment. This Deputy should be in charge of both classification centers and correlate their work.

19. The plants at Huntingdon, Graterford and Rockview should be used for maximum, medium and minimum prisons according to the dictates of an overall plan to be adopted by the Commissioner of Correction.

20. There should be no autonomous penal or correctional institutions within the corrective structure. All control should be centralized and therefore it is recommended strongly that the present powers of the Board of Trustees be taken away and that the Boards be maintained as advisory groups only. It is also suggested that each institution have a separate Warden or Superintendent and that the practice of having branch institutions be abandoned.

There should be an advisory board of which the Commissioner should be chairman ex-officio. The board should consist of eight interested, public-spirited citizens appointed by the Governor. The terms of service of the members should be staggered to allow for new thought upon changes in administration.

21. We strongly recommend that a function of the proposed Bureau of Correction be the development of a community crime prevention program. As the program develops, it may be well to have a later time an officer devoting all of his time and that of his office to the problem of crime prevention.

PRISON INDUSTRIES

22. We recommend that the plant potential be fully developed in the matter of prison industries. . . . We further recommend that a long range program be adopted by the Commissioner of Correction so as to fully accomplish the aims herein mentioned.

PAROLE

23. We recommend that the Board of Parole be increased in number to five members.

24. We recommend that the present system of maximum and minimum sentences be re-examined with a view toward eliminating inequities and inequalities in sentencing.

25. We recommend that there be periodic judicial conferences called by either the Chief Justice of the Commonwealth or the Attorney General for the specific purpose of discussing equalization of sentences, cooperation with the parole board and classification centers, the parole program of short-term prisoners, probation and all other matters pertaining to the administration of justice.

26. The office of institution parole officer should be abolished and all parole functions within the institution should be under the supervision and control of the Board of Parole. Parole officers in the institution should, like all industrial educational and other personnel, be subject to the direction of the Warden or Superintendent insofar as working hours and conduct within the institution are concerned.

COUNTY JAILS AND PRISONS

27. There should be a decided effort to improve conditions within county prisons, jails and workhouses and we recommend that the legislature be memorialized to make a study of the situation with a view toward establishing farm colonies or other institutions to receive short-term prisoners.

STATUTORY CHANGES

28. Statutory enactments implementing recommendations herein contained should be drawn and submitted to the legislature. Particular attention should be paid to the Act of 1945, May 15, P.L. 571, and the Act of 1945, May 15, P.L. 570, since those acts were drafted in response to the Ashe Committee report of 1944.

SOURCE: *Report of the Committee* appointed by Honorable John S. Fine, Governor, to Investigate the Peno-Correctional System of the Commonwealth of Pennsylvania, April, 1953, pp. 4-8.

APPENDIX II

SUMMARY OF PREDICTIONS OF INMATE POPULATIONS IN THE BUREAU OF CORRECTION 1962-72*

The Bureau of Correction submitted a detailed report on population trends, June 8, 1962. The report stated that for a period of 1958 through 1960, without the Huntingdon Institution as an adult male correctional institution, the total adult male population was operating over the housing capacity. With the addition of Huntingdon, this population has been operating well under capacity, although this is deceptive in terms of individual institutions, inasmuch as Huntingdon is undergoing further modernization with reduced population.

By May, 1968, the adult male population will surpass its total normal working capacity of 6,324 and will be 108 percent of its normal working capacity in December, 1972. In effect, when Huntingdon is fully available for housing later, this will only be a relief for five to six years. Under present trends, from 1968 onward will see full institutions. The present trend may be even further accelerated. If prisoners in the county prisons serving sentences of a maximum of two years or more are virtually eliminated at all county prisons except the Allegheny County Workhouse and Holmesburg in Philadelphia, some 500 prisoners will be added to the Bureau's population. Further, it has been estimated that one-third of the county prisoners are serving sentences for serious felonies, but with sentences under two years. In short, if the Pennsylvania correctional picture was similar to other states where the county prison or jail houses only misdemeanants and detentioners, state institutional housing for 1,200 to 1,500 prisoners in addition would have to be provided.

* Pennsylvania Department of Justice, Bureau of Correction, *Prediction of Populations in the Bureau of Correction, 1962-72*, Report OCB-2 (8 June 1962)

APPENDIX III

VISIT TO MICHIGAN CORRECTIONAL FACILITIES— JUNE 19 AND 20, 1962

The group conferred with the Michigan Director of Corrections, the Assistant Director in Charge of Youth Division, the Assistant Director in Charge of Prison Camp Program, the Assistant Director in Charge of Probation, the Supervisor of Treatment, and the heads of the various institutions that were toured.

Correctional institutions in Michigan have an inmate capacity of approximately 10,000. All convicted offenders age fifteen or over with a maximum sentence of more than one year are sentenced to the Department of Corrections. There is pre-sentence investigation in almost all cases, and the approximate disposition of cases handled by the Criminal Courts is as follows: 55 percent placed on probation; 35 percent committed to prison and the remaining 10 percent received jail sentences or suspended sentences and/or may be fined and required to pay costs, etc.

The Reception Diagnostic Center for the Department is located at Jackson, and all incoming prisoners spend about thirty days there undergoing various tests to aid in custodial and program classification.

Approximately thirty-five per cent of the Department's prisoners are held outside the walls of maximum security institutions, in camps, farm units, trusty barracks, etc. These facilities have no walls, fences or locks.

The group visited the State Prison or Southern Michigan at Jackson for adult males having a capacity of approximately 5,700. This institution includes three trusty blocks, one of which is part of the institution proper but opens only to the outside.

Five farm units with minimum security are connected to this prison. The Michigan Training Unit, near Ionia, is a new medium security unit for educable, reformable young men. The current population is 360. It is planned to be completed for 600. The program emphasis is placed on education and resocialization of the younger offender, age 15 to 21 who requires medium security custody. The average length of stay is eight months to one year. During this time, a youthful offender is placed in the accelerated educational program, in either academic or vocational course on a high school level, which is offered at the institution. Inmates

attend classes from 8:00 a.m. to 3:30 p.m. Approximately five months in the accelerated program are required to accomplish a year's work.

The tour of Cassidy Lake Technical School showed the group a cottage type facility for educable and reformable boys ages 17 to 23, serving their first prison term (excluding juvenile convictions). The program there is essentially educational in nature, with academic and vocational programs on the high school level. The population of approximately 250 offenders is housed in 9-man cottages. The average stay is five to eight months, and if a boy leaves school without authorization, he may not return there.

A visit was made to Camp Brighton, a corrections-conservation camp for youthful offenders age 18 to 23. The inmate population is approximately 100 and the average length of stay is about seven months. There are a few recidivists at the camp, but most of the inmates are first offenders. This is the newest camp in the program and was built with inmate labor at a total cost of \$750 per bed.

The first prison camp in the Michigan program, established in 1948, was Camp Waterloo which was also visited. It accommodates approximately 200 men and serves as the administrative center for the camp program. All thirteen camps throughout the state are serviced from Waterloo. Sex offenders, by law, may not be sent to a camp as they must remain on prison grounds, otherwise, all types of offenders including those guilty of murder may be sent to the camps. A person serving a life sentence is not usually sent to a camp until the Parole Board is almost ready to release him, and the period at the camp is considered "a decompression stage." Ordinarily, an offender must have at least six months left to serve, and they have no more than eighteen months left to serve, in order to be sent to a camp. The average length of stay at a camp is seven and one-half to eight and one-half months. The average age of inmates in the nine adult camps is 30 to 35 years.

The farm units for trustees of the Jackson Prison were visited. Each of the five units has a capacity of 130 men. The dormitories-style barracks were built at a cost of approximately \$50,000 each.

The Michigan Parole Camp, established in 1952 was visited. This 128-man capacity unit was constructed at the cost of approximately \$300 per bed. About 1,300 inmates held for parole are processed through the camp each year. Each inmate stays for four weeks, of which twelve days are spent in pre-parole classes and the remainder in conservation and maintenance work.

APPENDIX IV

COMPARATIVE ASPECTS OF PRISON CAMPS IN THE UNITED STATES AND CANADA 1958

PRISON CAMP PROGRAMS FOR MEN IN THE UNITED STATES AND CANADA*

by Lynn W. Eley, Seymour J. Gilman, and Curtis O. Baker**

As Corrections officials know, the use of minimum security camps for felony offenders has increased markedly in recent years. While the variety and extent of camp use have increased, however, surprisingly little basic information of a comparative character has been gathered on Camp Programs. To fill part of this void, the Committee on Prison Camps of the American Correctional Association, the Michigan Department of Corrections and, the Institute of Public Administration of the University of Michigan, agreed last year to co-sponsor a survey of prison camps for adult males in the United States and Canada.

Because of the absence of published information on this important subject, basic information for the study had to be collected by means of a questionnaire. A nine-page questionnaire was sent on April 22, 1958, to all states, territories and, the Federal Bureau of Prisons in the United

* A preliminary version of this article was presented to the Committee on Prison Camps on September 8, 1958, at the annual Congress of Corrections, Detroit, Michigan, September 7-12, 1958.

For additional information on the camp programs of particular jurisdictions, see, for example, John C. Burke, John A. Gavin, Seymour J. Gilman, D. P. Edwards, Richard A. McGee, and Maury C. Koblentz, "Correctional Camps Present An Answer—A Symposium," this Journal, Vol. 17, No. 3, May-June, 1955, pp. 3-11; State of California, Report of Senate Interim Committee on Natural Resources, *Study on Prison Labor and Forestry Camps*, March 19, 1957; State of Michigan, Department of Corrections, *The Michigan Prison Camp Program*, 1953 (mimeo); and State of Wisconsin, Department of Public Welfare, Division of Corrections, *Farm and Forestry Camps*, May 10, 1956 (mimeo).

** Dr. Eley is Associate Director of the University Extension Service and Associate Professor of Political Science, University of Michigan. Mr. Gilman is Assistant Director In Charge—Camp Program, Michigan Department of Corrections and, a member of the Committee on Prison Camps, The American Correctional Association. Mr. Baker is Research Assistant in the office of the Vice President and Dean of Faculties, University of Michigan. At the time the study reported on here was made, Dr. Eley and Mr. Baker were connected with the Lansing office, Institute of Public Administration, University of Michigan. For valuable suggestions regarding the manuscript, the authors wish to acknowledge their indebtedness to Professor Richard H. McCleery of Antioch College.

States, and the provincial and central governments in Canada. It dealt, as does this summary of the survey results, with the extent of use of this relatively new Corrections device and, with certain aspects of the administration, cooperative work programs, inmate selection and classification processes and, treatment programs of prison camps.

Some response, either affirmative or negative on the question whether the Corrections jurisdiction has a Camp Program, was received from 60 out of the 61 total jurisdictions in the two countries. In the remaining case, we had information from another source that it does not have a Camp Program.

For the purpose of our study, a Prison Camp was defined as a minimum security institution with no walls, no fences and, in which no weapons are used; it accepts only adult male offenders; it performs public work for other than Correctional System alone (i.e., for another federal, state (or territorial or provincial), or local government agency); and Camp inmates reside in the Camp facility away from the parent prison or other institution overnights and/or weekends while the Camp Program is in operation.

The requirement that the facility perform outside, public work operated to exclude the Camp Programs of Oklahoma, Mississippi, and New Foundland. These programs met our criteria in all other respects.

The last criterion in the definition was added later in the study, after it was determined that certain correctional institutions in at least two states had programs which met our definition on all counts but, that the inmates in each case were returned to the parent institution each night and weekend. We concluded that, since the inmates involved were apparently leaving their parent institution purely and simply as a work party—these programs however laudable on other grounds—could not fairly be called Camp Programs.

The definition, we realize, may be criticized on at least two grounds. First, it takes no account of the significant differences which exist in the character and function of camps in different jurisdictions. For example, many camps falling within the definition are straight work camps and, give little or no explicit attention to treatment and rehabilitation goals.

Second, by excluding reformatory and prison farm programs where (a) walls and weapons are employed, (b) cooperative work programs do not exist, or (c) inmates are returned to the central or parent insti-

tution overnight and weekends, the definition ignores many institutions carrying on excellent treatment and rehabilitation programs.

Our only defense is that logically the collections of data in this area had to be undertaken with some criteria in mind and, as a point of departure, our definition had great utility. Now we invite further explorations which will use our mass of data as one among several vehicles for more fundamental research.

Use of Camp Device

In the United States almost half, or 25 out of 53, of the jurisdictions operate camp programs which meet all of our somewhat arbitrary criteria. Included among these 25 jurisdictions are the Federal Bureau of Prisons, 21 states and, all three territories—Alaska, Hawaii and the Commonwealth of Puerto Rico. The 21 states are as follows: Northeast—Massachusetts, New Jersey, New York and Pennsylvania; North Central—Illinois, Indiana, Iowa, Michigan, Minnesota, Ohio, and Wisconsin; South—Alabama, Maryland, North Carolina and Virginia; and West—California, Colorado, Nevada, Oregon, Utah and Washington. Completed questionnaires have been received from all of these jurisdictions.

Excluded from this list of 25 is Mississippi, which may have two camps performing public work for local governments and, thus may fall within our definition. Also excluded is Vermont which is now in process of establishing a camp program after the camp building burned in 1957 in favor of an expanded reformatory program. Thus, if Mississippi and Vermont were to be included, there would be 27 out of 53 jurisdictions with camp programs.

In Canada, three out of eight jurisdictions included in our survey—the Federal Government of Canada and seven provinces—have camp programs meeting our criteria. These are British Columbia, Ontario, and Saskatchewan. All three submitted completed questionnaires.

The historical antecedents of today's camp programs in the United States apparently go back before 1900. Nevada reports that its program began at that early time, no doubt in embryonic form when judged against present-day programs. States whose programs began before World War I are Virginia (1906); New Jersey (1913); California

(1915). Six camp programs were established between the two World Wars. These were in Wisconsin and Hawaii (1926); Alabama (1927); the Federal Bureau of Prisons (1929); Minnesota (1935); Maryland (1938).

But it has been in the period since World War II that the use of the camp device has really mushroomed. Between 1945 and 1950, three programs were established: Commonwealth of Puerto Rico (1946); Michigan (1948); North Carolina (1949).

Since 1950, the remaining 12 programs covered in this report have been set up. Not counting Vermont, whose program is now in process of establishment, the following jurisdictions have set up programs: Ohio (1950); Massachusetts (1951); Oregon (1952); Indiana (1953); Illinois and Utah (1954); Alaska, Colorado and Iowa (1955); New York and Washington (1956); and Pennsylvania (1957). In addition, jurisdictions which had established their programs in the earlier periods have presumably added to them since World War II.

The provincial programs in Canada have been set up in the 1950's. Saskatchewan established its program in 1953 and, both British Columbia and Ontario followed suit in 1955.

While we made no attempt in our survey to determine why all of these programs have been established, it seems clear on *a priori* grounds that among the reasons, with their rank order varying in different cases and circumstances, are these: (1) burgeoning prisoner populations, (2) economic or financial considerations, and (3) growing recognition that camps represent a promising rehabilitative device, at least for certain types of prisoners.

According to the information provided by the jurisdictions themselves, there were 94 separate camps in 1957 in the 25 jurisdictions in the United States covered in this report. Seven jurisdictions have only one camp (Colorado, Indiana, New York, Oregon, Pennsylvania, Utah, and Alaska); Seven have two (Iowa, Massachusetts, Minnesota, Nevada, North Carolina, Washington, and Hawaii); three have three (New Jersey, Virginia, and Wisconsin); two have four (Maryland and Puerto Rico); three have five (Alabama, Illinois, and Ohio); One has ten

(Federal Bureau of Prisons); one has eleven (Michigan); and one has 20 (California).^b

In the three Canadian provinces, there were 17 camps in 1957, with five camps in British Columbia, eleven in Ontario, and one in Saskatchewan.

Lending strength to the economic motive as a factor in decisions to establish or add to a camp program is the fact that camps can ordinarily be constructed and equipped for a relatively small financial outlay. Camps in seven jurisdictions in the United States were constructed completely by inmate labor. In seven cases, inmate labor was used predominantly in camp construction and, in an additional two cases, such labor met about 50% of what construction costs would otherwise have been. In only five cases, was no use made of inmate labor.

In North Carolina inmate labor was used about 50% in constructing one camp and, not at all in constructing the other and, in Ohio, inmate labor was used completely in constructing some of the five camps and, not at all in constructing the others. In the case of the remaining two jurisdictions, the answer was not ascertained.

Saskatchewan's camp was constructed completely by inmate labor and, British Columbia's five camps were constructed predominantly by such labor. In the case of Ontario, inmate labor was not used in constructing the eleven camps. However, the costs were minimal here, since except for one or two winterized-hut camps, Ontario's camps consist of portable tents.

More important as a measure of the size of camp programs than the number of separate camps, of course, are the number of inmates in the camps and the percentage of total adult male prisoner population assigned to the camps. In the United States, including the territories, it appears that approximately 7,027 adult male inmates were in camps on an average daily basis in 1957. This number is 3.6% of the total adult male prisoner population in all U. S. jurisdictions, both those having and those not having camps, as of December 31, 1957. On a jurisdictional and regional basis, the following percentages of adult male

^b Two jurisdictions make use of mobile trailers. Colorado's camp consists of two self-contained mobile units, with cooking, dining, sleeping, and bathing facilities. Pennsylvania's camp consists of a ten trailer unit with five prime movers and a 50-passenger bus. Inmates are returned to the parent institution over week-ends; all counseling, parole processing, religious activities, dental work, laundry, and other services are taken care of at the parent institution.

prisoners were in prison camps in 1957: Federal Institutions—9.3%; State Institutions—2.6%; Northeast Region—1.7%; North Central Region—3.7%; Southern Region—1.4%; Western Region—4.6%; and U. S. Territories—13.9%.

In Canada there were 462 camp inmates in the Provinces of British Columbia (250), Ontario (200), and Saskatchewan (12) on an average daily basis during 1957. These 462 camp inmates represented 4.1% of total adult male prisoners in Canada as of the end of 1956, the last date for which such data were available when this report was prepared.

Table 2 at the end of this article presents a more detailed breakdown of camp populations compared with prisoner populations for both the United States and Canada.

Administrative Aspects

There can hardly be said to be any one prevailing pattern of administrative responsibility for camp programs. Of the 25 jurisdictions involved in the United States, the camp program is the direct responsibility of the Commissioner of Corrections or his equivalent in ten cases,^c while in the other 15, the Warden or equivalent official of the appropriate parent institution bears direct responsibility for his own camp program.^d In Canada, Wardens are responsible in two jurisdictions and in the other, Ontario, the Minister of Reform Institutions is responsible.

There is almost infinite variety in Corrections staffing patterns for camp programs.

We asked each camp jurisdiction to report on the total Correction staff assigned full-time to the camp program and, to break this number down between staff performing custodial and managerial, professional, and service functions. Some or all staff was classified as custodial and managerial in 27 of 28 cases in both United States and Canada. In only

^c Alabama, Illinois, Massachusetts, Michigan, New Jersey, New York, Virginia, Washington, Alaska and Puerto Rico. In two of these, the responsible officials are the Superintendent, Division of Forestry Camps, Youth Commission (Illinois), and Director, Division of Youth, Department of Corrections (New York).

^d In one of these, the Federal Bureau of Prisons, seven of ten camps are attached to a major, nearby institution, while the other three operate as individually administered units.

half of the 28 jurisdictions was any staff classified as professional and/or service. These 14 were all in the United States and, included the Federal Bureau of Prisons, Alabama, California, Illinois, Iowa, Massachusetts, Michigan, New Jersey, New York, North Carolina, Virginia, and the three territories.

Two factors would appear to be most important in determining staff size and composition. The first, obviously, is the number and size of camps; the second is the extent to which a full-fledged treatment as well as work programs are carried on in the camps. In some cases, far reaching treatment programs are carried on in the camps; in others, the treatment programs are carried on in whole or in large part at night or weekends in the central or parent institutions; and in still others, essentially no treatment programs are provided at either location. Whether supervision during work periods is the responsibility of Corrections or cooperating agency staff also serves in some cases to affect the size of the Corrections staff.

The Federal Bureau of Prisons serves as an excellent example of the effect of the second factor identified in the preceding paragraph. The three camps which are individually administered have a full-fledged staff of managerial, custodial, professional, and service personnel commensurate with size. On the other hand, the seven camps administered from a parent institution have only farm and custodial personnel necessary to maintain custody and security and the work program assigned to the camp; other personal services are provided by the staff at the main institution.

Cooperative Work Programs

In the United States, six camp jurisdictions perform work for federal agencies. Taking the federal agencies first, the Federal Bureau of Prisons, California, Michigan, and Washington perform work for the Forest Service of the U. S. Department of Agriculture, the Federal Bureau of Prisons and Illinois for the U. S. Department of Interior, and the Federal Bureau of Prisons and Alaska for the U. S. Air Force.

On the state or territorial level, all except four jurisdictions—the Federal Bureau of Prisons, North Carolina, Virginia, and Alaska—perform work for the Department of Conservation, Natural Resources, Forestry, or equivalent. Alabama, California, Colorado, Maryland, New Jersey, and Hawaii also do work for the Highway Department, and Virginia works exclusively with that Department. Both Michigan and

Utah, in addition to their work for their Conservation Departments, do work for their state National Guard. Two states work for state mental hospitals, North Carolina exclusively and Minnesota in addition to Conservation Department work. In New Jersey, the camps, besides working for the Departments of Conservation and Highway, do work for other institutions of the Department of Institutions and Agencies.

Only three jurisdictions do any work for local agencies. In Michigan and Nevada the camps are responsible for general cleanup and maintenance of certain locally-owned grounds, and in Hawaii, they assist on local water development and road projects.

In Canada, all three jurisdictions work for the Department of Conservation or its equivalent and, in addition, Ontario performs conservation and road work for local governments.

Wisconsin's work for the state Conservation Department serves as an example of a well developed cooperative work relationship. The three forestry camps do the following types of projects: tree nursery operation, reforestation, clearing underbrush from forest land, building fire lanes, fire fighting, road and bridge construction in state forests and parks, state park maintenance, logging, saw and mill operation, fish hatchery work, fertilizer manufacture, wild life preserve work, forest research project, sign manufacturing and painting, construction of small boats of Conservation Department use, and mechanical repair work.

Supervisory Responsibility

We turn now to the matter of supervisory responsibility during work periods. And here perhaps the most significant fact is that in 14 states and two Canadian provinces, the cooperating agency staff is partially or wholly responsible for providing supervision during work periods. These jurisdictions are Alabama (Highway Department only), California, Iowa, Maryland, Massachusetts, Michigan, Minnesota, New Jersey, North Carolina, Ohio, Oregon, Utah, Washington, Wisconsin, Ontario, and Saskatchewan. In the case of the Federal Bureau of Prisons, the other seven states, the three territories, and British Columbia, a Corrections staff is entirely responsible for work supervision.^e

^e There appear to be only two exceptions to this. In the Federal Bureau of Prisons some inmates at the Montgomery, Alabama, camp are supervised by Air Force personnel, and in Nevada, selected inmates (unarmed) are frequently made supervisors of work crews. In the former case, such personnel receives instruction in supervision and custody of prisoners.

In eight of the 14 cases where cooperating agency staff bears partial or full supervisory responsibility during work periods, special corrections training is provided for such staff. These eight are: California, Massachusetts, Michigan, Ohio, Utah, Washington, Wisconsin, and Saskatchewan. In general, the training consists of periodic instruction in custody, supervision, and treatment of inmates. In Michigan, cooperating agency staff is required to have classroom and field instruction before taking a work crew alone.

Fifteen jurisdictions in the United States and Canada provide more or better food rations for camp inmates than other prisoners get. The usual reason cited was that the work is more demanding. In twelve of the remaining 13 jurisdictions, camp inmates receive the same diet and, in the thirteenth, North Carolina, food as well as other supplies are furnished by the cooperating state mental hospitals without reference to what other prisoners get.

On the matter of camp inmate wages, basic wages paid per day vary from none (seven cases) to \$1.00 (three cases). In the other cases, wages average roughly \$.40-\$.50 per day. Premium wages are paid in only five cases and, then ordinarily, for only certain types of jobs. In another case, that of Puerto Rico, a unique law provides that 75% of net benefits of farm production be distributed among inmates in proportion to man-hours of labor performed. In the case of the Federal Bureau of Prisons, no premium pay is provided, but some inmates receive meritorious service pay. This is based on the individual rather than the job. Overtime pay is provided in only six jurisdictions.

Inmate Selection & Classification

The most important criteria governing camp assignments would appear to be these: (1) types of crime conviction considered eligible; (2) recidivism—number of times in prison as a factor affecting eligibility; (3) minimum time in a higher security institution required before considered eligible; and (4) time left to serve as a factor is eligibility.

Twelve of the 28 jurisdictions will allow an inmate to go to a camp regardless of the character of his conviction. These are: The Federal Bureau of Prisons, California, Iowa, Nevada, New Jersey, New York, North Carolina, Utah, Alaska, Hawaii, Puerto Rico, and Saskatchewan. The others impose various limitations usually consisting of such crimes as serious sex offenses and sometimes including crimes like murder, armed robbery, aggravated assault, and narcotics addiction and traffic.

Twenty-one jurisdictions impose no specific limit on the number of times an inmate may have been in prison in making assignments to camps. Seven impose limits ranging from first time only (Indiana, North Carolina, and Hawaii—one of two camps); first and second times only (Minnesota and Pennsylvania); and first, second, and third times only (Michigan and Virginia). (Hawaii's other camp is for selected recidivists.)

Eighteen jurisdictions allow an inmate to be transferred to a camp immediately after initial processing. (However, in one of these, Alabama, "lifers" must complete at least three years in higher security.) In addition, this is also true of one of Hawaii's two camps and, two of British Columbia's five camps.^f

Fourteen jurisdictions provide no specific limit on the maximum time an inmate may have left to serve in assigning him to a camp and, an additional seven indicate that they will take (presumably parolable) lifers. Two of these 21, Michigan and Hawaii, say, however, that their operating limit is about two or three years. Seven other jurisdictions have lesser limits, as follows: New York, Pennsylvania, and British Columbia—two years (less one day in the case of British Columbia);^g Washington—18 months; Utah—9 months; and Illinois and Ontario—6 months.

Though not directly related to matters of selection and classification, this appears to be a good place to consider average lengths of stay in the various camp programs. The Table below presents this information in terms of ranges in number of months.

^f Ohio and Washington indicated no specific minimum time. In the other eight jurisdictions, various limits are provided, as follows: Iowa—1/2 time in higher security; North Carolina—undesignated time in higher security, trustee status; Oregon—60 days at prison annex farm; Pennsylvania—90 days in higher security; Utah, British Columbia (three of five camps), and Ontario—all but about 60-90 days in higher security, pre-release camps; Hawaii (one of two camps)—minimum of one year in higher security, camp for recidivists.

^g This is the maximum sentence in British Columbia's system.

TABLE 1
Average Lengths of Stay in Camp Programs

Number of Months	Jurisdictions
1 ½-3	Colorado, Utah, Ontario, Saskatchewan
4-6	Illinois, Wisconsin, Alaska
8-10	Michigan, North Carolina, Washington
12-13	California, Iowa, Maryland, Minnesota, New York, Oregon
18	Massachusetts, Nevada, Ohio, Pennsylvania, Puerto Rico
24	Indiana
36-48	Virginia, Hawaii
60 (Minus Good Time)	Alabama
^a	British Columbia
^b	Federal Bureau of Prisons, New Jersey

^a There is great variance. The three pre-release camps take men having only a few months left to serve, whereas the two training camps take men for up to 24 months less one day.

^b No data available. Depends on needs of camp and length of sentence.

Turning now to consideration of responsibility for camp inmate selection and classification, we find that in only nine jurisdictions in the United States does the formally constituted camp administration of the department or parent institution apparently have the power to select inmates for camp. In all other cases, except that of Nevada, where the answer was not ascertained, the general administration assigns inmates to camps as well as to other facilities. Camp administrations select inmates in California (parent institution), Illinois (department—Youth Commission), Iowa (parent institution), Massachusetts (department), Michigan (department), New York (department—Division of Youth), Virginia (department), Washington (department), and Hawaii (parent institution). In New York, inmate designations are made by the Director, Division of Youth, Camp Supervisor, and Reception Center Board. In Hawaii, the camp program has a formal classification committee which selects inmates for camps. It consists of the Superintendent, Training Officer, Senior Custodial Officer, and Director of Training.

Camp inmates may be transferred between camps without the advance approval of the department or parent institution in only Michigan and Hawaii. The Michigan Camp Classification Committee consists of the Classification Director, Deputy or Assistant to the Director of the Camp Program, Sergeant or Lieutenant of Camp Program (if available), Steward of Camp Program, and Records Supervisor of Camp Program (as Recorder).

In five jurisdictions—Alaska, Hawaii, Michigan, North Carolina, and Virginia—the camp program has its own formal classification committee.

Except for those in Michigan and Hawaii, which operate for both inter and intra-camp purposes, their authority covers only intra-camp classification matters.

In the three Canadian provinces, responsibility for camp assignments and classification is lodged entirely with the appropriate department or parent institution.

Treatment Programs

New camp inmates are either given copies of camp rules or, the rules are explained to them, or both, in all except two jurisdictions. The reason for an inmate's assignment to a particular camp is explained to him in 14 out of the 20 jurisdictions having more than one camp.^b

Educational classes for camp inmates are provided in 18 of the 28 jurisdictions.¹ In 14 cases, they are held in the evening or weekends; in one, during the day; and in three, at both times. There is rather a considerable range, as might be expected, in the subjects taught. Most offer group therapy and counseling, and many teach subjects like elementary sociology, social living, and community living. Several offer courses in literary and communication skills, and a few have A.A., Red Cross, First-Aid, Civil Defense, etc. Also, in a few cases, hobbycraft and vocational education classes are given. Three jurisdictions offer work-related instruction in conservation (Pennsylvania and Michigan) and soil conservation and culture (Puerto Rico).

In eight of the 18 jurisdictions, the educational classes are given exclusively by Corrections staff and, in another, they are given by "regular government personnel." Outside volunteer instructors are used exclusively in three cases. In one jurisdiction, all classes are taught by other inmates, while in one, all three instructional sources are used, in

^b Federal Bureau of Prisons, California, Illinois, Iowa, Massachusetts, Michigan, Minnesota, Nevada, New Jersey, Ohio, Virginia, Wisconsin, Hawaii, and Puerto Rico. Even though North Carolina has two camps, for this purpose, it has been classified as having only one camp because one is for white inmates, the other for colored. (Incidentally, the first performs work for the state Mental Hospital for white patients; the second for the state Mental Hospital for colored patients. The Hospitals furnish all food, clothing, and other incidentals and absorb the costs. As indicated previously, supervision during work periods is also provided by the Hospitals.)

¹ Federal Bureau of Prisons, California, Iowa, Massachusetts, Michigan, New Jersey, New York, North Carolina, Ohio, Pennsylvania, Utah, Virginia, Wisconsin, Alaska, Hawaii, Puerto Rico, British Columbia, and Saskatchewan.

both Corrections staff and outside volunteer instructors are employed, and in one both outside volunteer instructors and other inmates are used. The answer was not ascertained for one jurisdiction.

In at least one case, that of Pennsylvania, camp inmates receive all formal aspects of treatment at the parent institution over weekends. In most others, where Corrections staff is used for instructional purposes, such staff is located at the central or parent institution and visits the camp periodically to conduct counseling and educational programs.

Saskatchewan's treatment program is an excellent illustration of this latter pattern. The Provincial Gaol's Treatment Team consists of the Superintendent, Education Officer, Treatment Supervisor, Group Work Supervisor, and Classification Officer. Some member of the Team visits Saskatchewan's camp at least once a week. In addition, the officer in charge of the camp keeps a recording in which he notes the development of each of the approximately 12 men. He discusses this with the Treatment Supervisor during and at the conclusion of each camp project. At the end of the project he also submits a comprehensive report assessing each inmate and the entire project.

Turning now to the religious programs of camps, we find that in 21 of the 28 jurisdictions, some type of formal religious program is conducted.¹ [*sic*] In five cases regular religious services are conducted exclusively by staff Chaplains; in eight, exclusively by outside church officials and groups which visit the camps for the purpose; and in five, by persons drawn from both sources. Again in the case of Pennsylvania, religious services and activities are conducted during weekends at the parent institution.

In four of the jurisdictions with on-site religious programs, the camp inmates also occasionally or frequently attend church services in the local community. In another two jurisdictions this is the only worship opportunity provided.

A wide range of recreational activities is provided in 25 jurisdictions. In two, Alabama and Colorado, the range appears to be limited, and in another, Nevada, the answer was not ascertained. Camp teams are per-

¹ Federal Bureau of Prisons, Alabama, California, Illinois, Iowa, Massachusetts, Michigan, Minnesota, New Jersey, New York, North Carolina, Ohio, Pennsylvania, Virginia, Washington, Wisconsin, Alaska, Hawaii, Puerto Rico, British Columbia, and Saskatchewan.

mitted to play outside teams in their own local communities in 17 cases,^k while in an additional two the answer was not ascertained.

As one would expect, family or other visits to camp inmates are allowed in all jurisdictions, except that no visits are permitted in British Columbia's prerelease camps (three of five camps). In Puerto Rico, selected prisoners enjoy the privilege accorded by law of frequent 2-day passes to visit their homes, and this privilege is extended to camp inmates more frequently than to other prisoners.

Including Puerto Rico, nine jurisdictions (Federal Bureau of Prisons, California, Illinois, Massachusetts, Michigan, New Jersey, Ohio, and Washington) allow their camp inmates to have more than two visits per month of over two hours duration in each case. An additional five jurisdictions (Maryland, Nevada, Utah, Hawaii, and Ontario) permit more than two visits per month, but each visit is for one or two hours maximum. In thirteen cases, only one or two visits are allowed each month, and in seven of these a visit may last more than two hours, and in six, only one or two hours. In the final case, that of Saskatchewan, visits of two hours duration are planned to coincide with the periodical return of the inmates to the parent institution.

Conclusion

We hope that this article stimulates both more extensive and more intensive studies in this field. Our observations lead us to believe that the camp approach is less expensive than other forms of incarceration, while at the same time, it promises more in the rehabilitative results for the minimum security type of offender. But can the truth of these beliefs be demonstrated? Only painstaking research can disclose the comparative merits of the prison camp approach.

Re-issued: March 1, 1961

cm

^k Federal Bureau of Prisons, Alabama, Illinois, Maryland, Minnesota, North Carolina, Ohio, Oregon, Utah, Virginia, Washington, Alaska, Hawaii, Puerto Rico, British Columbia, Ontario, and Saskatchewan.

TABLE 2
Adult Male Prisoner Population, December 31, 1957,
Compared with Prison Camps Population, Average, 1957.

Jurisdiction	Adult Male Prisoner Population 12/31/57 (1)	Prison Camp Population	
		Average Daily Number Present, 1957 (2)	Percent of Adult Male Prisoner Population 12/31/57 (3)
TOTAL UNITED STATES			
Excluding Territories	188,113	6,150	3.3%
Including Territories	194,400 ^a	7,027	3.6
FEDERAL INSTITUTIONS	19,678	1,824	9.3
STATE INSTITUTIONS	168,435	4,326	2.6
NORTHEAST	31,816	553	1.7
Massachusetts	1,731	90	5.2
New Jersey	3,537	375	10.6
New York	16,799	48	.3
Pennsylvania	7,359	40	.5
All other (Conn., Me., N. H., R. I., Vt.)	2,390	—	—
NORTH CENTRAL	47,427	1,667	3.7
Illinois	8,166	128	1.6
Indiana	4,965	50	1.0
Iowa	2,099	50	2.4
Michigan	9,785	972	10.0
Minnesota	2,104	57	2.7
Ohio	10,859	230	2.1
Wisconsin	2,157	180	8.3
All other (Kan., Mo., Neb., N. D., S. D.)	7,291	—	—
SOUTH	62,783	903	1.4
Alabama	4,984	200	4.0
Maryland	4,893	329	6.8
North Carolina	5,368	149	2.8
Virginia	4,976	225	4.5
All other (Ark., Dela., D. C., Fla., Ga., Ky., La., Miss., Okla., S. C., Tenn., Tex., W. Va.)	42,562	—	—
WEST	26,409	1,203	4.6
California	16,249	948 ^b	5.8
Colorado	1,972	10	.5
Nevada	342	50	14.6
Oregon	1,373	60	4.4
Utah	562	20	3.6
Washington	2,373	115	4.9
All other (Ariz., Ida., Mon., New Mex., Wyo.)	3,538	—	—

Table 2 (cont'd)

Jurisdiction	Adult Male Prisoner Population 12/31/57 (1)	Prison Camp Population	
		Average Daily Number Present, 1957 (2)	Percent of Adult Male Prisoner Population 12/31/57 (3)
U. S. TERRITORIES	6,287 ^a	877	13.9
Alaska	171	100	58.5
Hawaii	563	194	34.5
Puerto Rico	5,553	583	10.5
TOTAL CANADA	11,317 ^a	462	4.1
FEDERAL INSTITUTIONS	5,216	—	—
PROVINCIAL INSTITUTIONS	6,101	462	7.6
British Columbia	1,721	250	14.5
Ontario	2,726	200	7.3
Saskatchewan	274	12	4.4
All other (Alberta, Manitoba, Newfound- land, New Bruns., Nova Scotia, Quebec) ^d	1,380	—	—

NOTE: Excluded from table are inmates in any portion of Mississippi's camp program possibly meeting study criteria. Also excluded are inmates in the camp program Vermont which is in the process of establishment.

^a For U. S. Territories and Canada the supporting figures are from 1956 and, in some cases, from 1955. They were the latest available when this table was prepared. Most of these jurisdictions included an undetermined but small number of juveniles in their prisoner statistics.

^b California's Honor Program is joint: Department of Corrections, Division of Highways, and the Division of Forestry. Camp population reported here covers only inmates in Department of Corrections camps. All agencies share proportionately in the cost of their respective programs.

^c Alaska was still a Territory when this study was made. Its Corrections Program was administered by the Federal Bureau of Prisons.

^d Nova Scotia and Quebec did not report on any adult male prisoners; New Brunswick's Central Reformatory was under construction during the reporting period, and no adult male prisoners were reported; and Prince Edward maintains no correctional system. Our Survey questionnaire was not sent to New Brunswick or Prince Edward.

SOURCES: Col (1): U. S. Federal and state prisoner statistics were obtained from "Prisoners in State and Federal Institutions, 1957," National Prisoner Statistics, Number 19, July, 1958, Federal Bureau of Prisons, Washington, D. C. U. S. Territorial and Canadian prisoner statistics were obtained from "State and National Correctional Institutions of the United States of America, Canada, England, and Scotland," American Correctional Association, August 1957.

Col. (2): Based on data from survey questionnaires completed and returned by prison camp jurisdictions.

CM—Reprinted, March 1, 1961

APPENDIX V

FACT SHEET
STATE CORRECTIONAL INSTITUTION AT PITTSBURGH

1. STATISTICS

Distribution of Population at Pittsburgh

a. Institution

	White	465
	Other	391
Total		<u>856</u>
	Lifers	101
	Barr-Walker	12
	Awaiting Execution	1

b. Diagnostic Center

	White	173
	Other	61
Total		<u>234</u>
Grand Total		1090

2. BRIEF GENERAL DESCRIPTION

The State Correctional Institution at Pittsburgh (hereafter referred to as SCIPGH), which also houses the Western Correctional Diagnostic and Classification Center (hereafter referred to as WDCC), is located on the North bank of the Ohio River in an area known as the Woods Run section of Pittsburgh. The institution is built on a plot of land 15 acres in area, 11 acres of which are within a security wall, and the remaining 4 acres comprise the entrances, parking area, garages, and front house. The general condition of the security wall is good and, with repairs now in progress, should remain in sound condition for some time.

The physical plant has had continuous repair and renovation and is now in fair condition. Buildings 4, 15, 15A and 16 have been completely renovated within the past eight years. Buildings 18 and 30 are new buildings within the same period. Major renovations are planned for Buildings 2, 3, 8, 9, 10, 17 and 17A which, when completed, will put the physical plant in good condition.

3. ADMINISTRATION

Existing complement of Corrections Officers consist of 148 positions up to and including 1 Corrections Officer V (Major of the Guard). Assignment of Corrections Officers to various established posts within the institution is made by the Major of the Guard. A request for increased complement in Corrections Officers I was made in the 1962-1963 fiscal budget to strengthen the complement and increase effective custody and control. There are 6 towers manned 24 hours a day and one tower manned during the time the inmate body is not secured. One of those towers controls the truck gate. There is a guard stationed at a sentry house in the front yard of the prison. Entrance and exit to the prison is sentry controlled in the front rotunda. In addition to custodial positions, there exists 95 additional positions in various classes of administrative, clerical and fiscal, education, medical corrections, food service and laundry, engineering, and labor supervision and trades.

The maintenance jobs are staffed by a complement which includes 13 Tradesman Instructors and involves 77 inmates. There are 2 officers in the Electric Shop, 1 in the Plumbing Shop, 1 in the Carpenter Shop, 1 Groundskeeper, 1 Bricklayer, 1 officer in the Metal Shop, 1 officer in the Paint Shop, 1 officer in the Machine Shop, 1 officer in the Garage, and 1 officer in the Cement Shop plus 7 operating engineers and 6 plant mechanics, supervising 41 inmates.

4. CAPACITY AND POPULATION

There are two cell blocks, one containing 640 cells and the other 500. Each of those cells (except 19 which may be doubly occupied is occupied by 1 inmate. The hospital contains 2 observation cells. The Isolation Block contains 52 cells and is rated maximum security solitary confinement. On 22 March 1962, there were 862 inmates in SCIPGH and 216 in WDCC.

5. EATING FACILITIES

All food items are received at the storeroom by the Storeroom Manager or Dietary Officer. Daily deliveries are made from there to the kitchen, bake shop, hospital and cafeteria. All meals are prepared in the institution main kitchen and from there transported to the main mess hall, hospital, cafeteria, isolation block, cell blocks, etc. The mess hall has a seating capacity of 880. All breads and pastries are prepared in the Bakery.

6. TRAINING AREAS

One hundred and twenty-eight (128) inmates are employed in the maintenance of the institution and an additional 535 are assigned to other positions. In this area, training is offered a limited number of men in cooking and baking, barbering, printing, shoe repair, etc.

The present physical plant of the Education Department consists of 4 classrooms with a total seating capacity of 75 students. All academic and occupational trade training classes are conducted in this building. The Education Department Staff consists of 1 full-time Educational Director and 8 part-time certified public school teachers who are recruited from the Pittsburgh and local school districts. All classes are directed by civilian instructors.

The curriculum includes classes on the Remedial, Elementary and High School levels. Occupational trade classes are available in selected areas such as Barbering, Auto Mechanics and Practical Nursing. Instruction beyond the High School level is available through correspondence course study. These courses include all occupational trades, as well as business and professional type training.

At the present time, classes are conducted entirely during the evening hours. The school calendar year consists of two semesters over a period of eight months. A total of 210 men actively participate in the combined activities of the Education Department. Materials are currently on requisition for the construction of new school facilities consisting of 3 large classrooms, 5 smaller classrooms, 1 all-purpose room which will be used primarily for visual aids, an office and also adequate lavatory facilities.

The new school will be placed in an existing building known as the Security Warehouse. The seating capacity of the new area will be 150 students. The tentative date of completion has been set for October 1962.

7. RECREATION AREAS AND EQUIPMENT

The physical plant of the Recreation Department consists of an indoor gymnasium and an outdoor recreation field. The indoor gymnasium is currently being partially reconstructed and remodeled and consists of one basketball floor with adequate shower facilities and spectator bleachers. This building will also house the office of the Recreational Director who administers and directs all recreational activities within the institution.

The outdoor recreational field consists of a clay surface field, approximately 365' by 165' in size. This area houses 5 handball courts, 1 softball field, 1 outdoor basketball court, 3 horseshoe courts, 2 bocci ball courts and, also, an exercise area which is utilized by those who do not participate in any of the aforementioned activities. The entire area with the exception of the handball courts is converted into 1 football field during the fall football season.

Recreational facilities of one kind or another are used daily by approximately 250 men during the winter months and approximately 600 men during the summer Yardout Period which extends over a six-month period. These facilities are in use every day of the week between the hours of 8 A.M. and lock-up time which occurs at 8 P.M. during the summer Yardout Periods. The Auditorium houses the office and activities of the Music Department. The program is administered by 1 full-time Music Director. Its physical plant seats 850 people and has two small offices. The program includes the activities of the Band, Orchestra, and several smaller musical groups. It is a continuing type program over the full year and approximately 300 men participate in the combined activities of this department.

The Auditorium is also used every Saturday afternoon and evening and Sunday afternoon and evening as well as on Full Holidays for the purpose of showing movies. It is also used for various institutional affairs such as the Annual Inmate Stage Show, and other special events.

8. MEDICAL, DENTAL, PSYCHIATRIC

Infirmery, psychiatric and dental space, equipment and professional staff are adequate. Inmates treated per unit time: 150 inmates.

9. VISITING FACILITIES (REGULAR AND SPECIAL) AND REGULATIONS

The visiting room is an area 60' x 30' in the Front Rotunda area of the prison. It is considered to be adequate. Visiting hours are daily, including Sundays but not Holidays. Visiting room is opened at 8:30 A.M. and closed at 4:30 P.M.

10. THE DIAGNOSTIC AND CLASSIFICATION CENTER

The WDCC is located in the physical plant of the SCIPGH. The Staff, professional and clerical, share the second floor of the Administration Building with several of the institutional personnel.

Inmates sentenced to the Center are housed in three cell ranges in the South Block of the institution.

The current staff consists of the Center Director, two psychologists, two caseworkers, two record officers, and two clerks on a full-time basis plus a vocational and an educational director presently serving both the Center and the institution in a dual capacity. A psychiatrist is available on a consulting basis. The institutional medical and dental departments and Chaplains provide their respective services for Center Inmates.

In the near future we plan to employ a full-time Vocational Director and a full-time Educational Director in the Center. The adequacy of this projected staff to operate at optimum efficiency will depend to a large extent upon the future intake of inmates. The trend appears to be toward an increase in the number of admissions to the Center.

SOURCE: Pennsylvania Department of Justice, Bureau of Correction.

APPENDIX VI

FACT SHEET
STATE CORRECTIONAL INSTITUTION AT PHILADELPHIA

1. STATISTICS

Distribution of Population

a. Institution

White	381
Other	327
Total	<u>708</u>
Lifers	157
Barr-Walker	22
Awaiting Execution	0

b. Diagnostic Center

White	201
Other	217
Total	<u>418</u>
Grand Total	<u>1126</u>

2. BRIEF GENERAL DESCRIPTION

The State Correctional Institution at Philadelphia (formerly Eastern State Penitentiary) is located in the heart of the City on Fairmount Avenue between Corinthian Avenue and 22nd Street. The cornerstone was laid May 22, 1823 and the first prisoner was received on October 24, 1829. It is Pennsylvania's oldest penal institution in continuous use since the first prisoner was received. Within its walls are included approximately 10 acres in which are housed over eleven hundred prisoners.

The general condition of the wall and plant reflects their use during the past one hundred and thirty-three years. While much effort has been put forth to keep the institution in good repair, it is easily observed that the institution is an antique both from the standpoint of maintenance and for the housing of prisoners according to modern concepts. Cells are dark and dingy, office space is at a premium, recreation area is inadequate and the general structure of the institution does not afford conditions to operate efficiently the type of penal institution thought of today

in the Commonwealth. The thirty-five foot wall enclosing the area is badly in need of repair and repointing in many ways.

Housed here are two institutional units; State Correctional Institution at Philadelphia and Eastern Correctional Diagnostic and Classification Center. The former is used to house approximately 700 maximum security prisoners. At the present time each prisoner in this unit is housed in a separate cell. At times when the population of this unit has been greater there has been a necessity to have two men to a cell. The latter unit, or Classification Center, which will be described more elaborately later on, is the reception center for new prisoners received from the Eastern District of Pennsylvania. Due to the heavy number of receptions and lack of professional help, this Center is vastly overcrowded at the present time, housing three and four men to a cell.

There are five main towers or control points to assist in maintaining the security of the institution. One central tower or watchpoint is located in the center of the compound and rises above all buildings. At each angle of the wall is a tower rising above existing buildings. Most points within the enclosure come under the security of watchful guards in these five towers although there are some so-called blind spots within the enclosure.

As described later and mentioned previously maintenance of an old institution is a problem. Modern thinking in terms of upkeep, cleanliness and efficiency does not correlate closely with an old structure. Inmate labor is used on all maintenance projects; the inmates are under the supervision of trained personnel who lay out and direct the work in all phases of a maintenance schedule, electrical, plumbing, steamfitting, carpentry, masonry, roofing and culinary arts. Daily housekeeping is maintained to insure cleanliness and orderly living. Because of the old structure, small area in which the institution is housed and type of construction, this is a constant problem.

The complement of personnel, including security or correctional officers on 24 hour schedule numbers 271. This includes the Classification Center and the Correctional Institution. Of necessity correctional officers must be on duty during 24 hours of the day. All personnel work a minimum of 40 hours a week with staggered days off to cover weekends. The total number includes clerical help, doctors, psychologists, vocational director, social service departments, business department, stewards, maintenance supervisors, chaplains, teachers, recreation director and other treatment specialists.

While the structure has well served the purpose for which it was built, with the present population and perhaps the future population, it will become extremely more expensive to maintain. More money will be needed for repairs, and renovations will have to be made to provide space for treatment facilities necessary in an institution of this type.

3. MESS HALLS

Built in 1910, four block mess hall (North Mess Hall) is a one-story structure with an area of 2240 square feet. There are 19 tables placed equidistant apart, seating 8 men per table with a total of 152 inmates at a given meal.

Five block mess hall (South Mess Hall) is also a one-story structure with an area equal to 2660 square feet and has 31 tables centrally located with a total seating capacity of 250 inmates at a given serving. This provides a total of only 400 men to a sitting in both mess halls.

4. SPECIAL FACILITIES

First Block with 52 cells is used for Administrative Segregation and Protective custody and has a stockade at the end of the Block for exercise purposes.

Fifteen Block with 34 cells is used for Punitive Segregation and has a special yard for exercise purposes.

Three Block with 26 cells and two hospital wards is used for both medical and psychiatric cases. There are no exercise facilities.

First Block	Average weekly population	48
Fifteen Block	Average weekly population	20
Three Block	Average weekly population	23

5. CONSTRUCTION AND MAINTENANCE DEPARTMENT

It is generally agreed that the institutional work program has certain objectives, chief of which is to help the inmate acquire good work habits and perhaps become skilled in a particular trade. Of course, whatever his job, when it is performed well and to the best of his ability he is laying the foundation for economic independence after his release from prison.

Consideration is to be given also to the fact that a job well done is a favorable reduction in maintenance costs.

In this area about 60 percent of the men are engaged in general maintenance activities, defined below. The remaining 40 percent are usually engaged in major construction activity.

6. TRAINING AREAS AND EQUIPMENT

There are 270 inmates in regular attendance in the day and night school programs. This includes both academic and trade school. Enrollments are as follows:

Lower Academic	21
Pre-High School	29
High School	66
Shorthand	21
Bookkeeping	16
Commercial Art	17
Art Class	24
Carpentry	16
Typewriter Repair	15
Upholstery	18
Speech	15
Mechanical Drawing	12

The staff is composed of one full-time teacher and seven part-time evening instructors.

The educational department is handicapped by lack of classroom space. At the present time there are two small academic classrooms, one room for carpentry class, one for upholstery, one for typewriter repair, one for typing plus inadequate office space. A library 16' x 40' is used for library facilities and in the evening doubles as a classroom. Additional space is anticipated by the addition of a second floor to the school building. This will add office space and three more classrooms. Final approval of the Architect's drawings is anticipated in the near future.

7. RECREATION—AREAS AND EQUIPMENT

Recreation space is at a premium. Since a program of recreation is staffed by one recreation director, only, improvisation is essential. No single area is large enough for a full-sized football field or softball diamond. One softball field is 13½ feet wide at its narrowest point and 95 feet at its widest point and is 200 feet long. The other field is 6 feet at its narrowest point, 200 feet at its widest point and is 252 feet long. The football area is 70 yards long and 48 yards wide at the widest point and 13 yards at the narrowest point.

Rules must be adjusted to meet the differential in the boundaries of the playing areas.

There are nine Bocci Ball courts, one blacktopped basketball court, four handball courts, one horseshoe pitching court and an area reserved for weight lifting. All of the areas are badly in need of resurfacing.

Recreation is an important outlet for men in confinement. The recreation areas are undersized, badly in need of replacement or repair and are inadequate to supply the needs of an institution of this size.

8. MEDICAL—DENTAL AND PSYCHIATRIC

Staff is composed of Medical Director, surgeon, dentist, two resident physicians (part-time), psychiatrist (part-time), pharmacist, X-ray technician, roentgenologist (part-time) and specialists on call. A contract is maintained with the Psychiatric-Legal Division of Temple University to furnish part-time resident psychiatrists.

The Dentist examines and treats approximately 250 men a month; this includes extractions, fillings, impressions, new dentures, treatments for oral diseases, X-rays and initial examinations.

The Psychiatrist and his associates examine about 25 inmates a month in addition to their group therapy program.

Approximately 380 X-rays are taken and read monthly; this includes X-rays of all new receptions.

The Medical Director and his staff see approximately 900 men on sick call monthly and care for all special and emergency illnesses.

The surgical department performs an average of five major and fifteen minor surgical operations a month; also, handles sound and orthopedic cases.

9. VISITING—FACILITIES (REGULAR AND SPECIAL) AND REGULATIONS

Old Visiting Room

The old visiting room facility, for the families and friends of the inmates is located on the first floor of the Administration Building, southeast wing. Access to the visiting room, upon entering the institution, is gained by passage through a corridor 4 feet wide by 80 feet long, leading from the vestibule of the main gate area. Visitors are required to register in the registration room at the head of the corridor.

10. SPECIAL PROGRAMS FOR GROUPS—GROUP THERAPY

The following special programs where groups of inmates are congregated for treatment purposes are:

- Psychological Group Therapy — Fifteen inmates meet twice a week for group therapy administered by a psychologist. At the present time we have one psychologist on the staff.
- Psychiatric Group Therapy — Ten inmates committed under the Barr-Walker Act attend group therapy with the psychiatrist for one and one-half hours per week.
- Alcoholics Anonymous — One of the Chaplains sponsors this group. It meets once a week for one and one-half hours. On alternating weeks outside speakers address the group. Twenty-five inmates participate.

11. EASTERN CORRECTIONAL DIAGNOSTIC AND CLASSIFICATION CENTER

The Eastern Classification Center receives new commitments for the Eastern Commitment District of the Commonwealth. This District consists of the 34 easternmost counties, with a total population of 7,111,977, according to the 1960 United States Census. In addition to new commitments certain parole violators and transfers from mental hospitals and county prisons are received in the Eastern Center for classification or reclassification.

SOURCE: Pennsylvania Department of Justice, Bureau of Correction.

APPENDIX VII

RECOMMENDATIONS OF THE TASK FORCE AND ADVISORY COMMITTEE SUBCOMMITTEE ON STATE PENAL INSTITUTIONS

1. That there be established in Philadelphia a facility for diagnosis, classification, treatment and research of adult offenders committed to the Bureau of Correction.

2. That a prompt study be made to ascertain the physical facilities, the program functions and the scientific services required for such a facility; and that the costs be ascertained both for the construction of a new facility and for the adaptation of the present State Correctional Institution at Philadelphia to provide for the above.

3. That on the basis of present information, the site of the State Correctional Institution at Philadelphia be retained for the above purposes, that part of the structure within the walls be demolished, and that new structures be designed for such purposes.

4. That the State Correctional Institution at Pittsburgh be retained with a reduced 'house' population of approximately 500, plus the diagnostic and classification population and that the Commonwealth acquire approximately 11 acres of adjoining land as a buffer zone for other purposes.

5. That the State engage in (a) wide expansion of new adult treatment facilities of a minimum, unwalled character, for the better risk, properly screened inmates, by developing a system of state agriculture and forestry camps and of training and supportive services (satellite) for non-penal institutions; and (b) pre-parole camps similar to the one visited in Michigan.

RECOMMENDATIONS OF THE TASK FORCE AND ADVISORY COMMITTEE SUBCOMMITTEE ON PROBATION AND PAROLE

1) That a state probation service be provided by the Commonwealth and be available to courts upon request, such service to include pre-sentence investigation and supervision of probationers.

2) That responsibility for the state probation service be vested in the Board of Parole which should be known hereafter as the Board of Probation and Parole.

3) That the jurisdiction of the Board of Probation and Parole include the making of pre-sentence investigations at the request of the courts in addition to the supervision of probationers as now authorized.

4) That the Board of Probation and Parole be enlarged by two additional members making a total of five members.

5) That the Board of Probation and Parole shall be directed by its chairman who shall appoint such personnel as may be necessary for the conduct of the Board. The chairman of the Board of Probation and Parole should endeavor to secure the effective application of the probation system in all of the courts of the state and the enforcement of probation laws.

6) The Board of Probation and Parole should have access to all probation officers and records in all of the courts of the Commonwealth.

7) The Board of Probation and Parole should collect and maintain a complete file of all pre-sentence investigations made by all probation officers throughout the state whether employed by state or the respective counties. It should collect and compile and publish statistical and other information relating to probation work in all courts and such other information that may be of value in probation service.

8) All probation officers of county courts should be required to submit such reports as may be required through the Board of Probation and Parole on forms prescribed and furnished by the Board of Probation and Parole.

9) That a pre-sentence investigation be made mandatory in each case wherein the statutory maximum sentence of imprisonment is for two years or more.

10) That a pre-sentence investigation may be required at the discretion of the court in cases wherein the maximum sentence of imprisonment is for less than two years.

11) That the Probation and Parole Board should establish and enforce standards for

- (a) The pre-sentence investigation
- (b) The supervision of probationers
- (c) The qualifications for probation personnel
- (d) Minimum salaries
- (e) Quality of service

12) That the intent of these recommendations is that every court of the Commonwealth be provided with probation service upon request of the court when the court cannot or chooses not to provide its own service and that such service should include pre-sentence investigations and the supervision of probationers.

13) That there be an advisory committee on probation to the Board of Probation and Parole with strong representation from the judiciary.

14) That the jurisdiction of the Board of Probation and Parole be extended to inmates of county and state penal institutions whose maximum sentences provide for imprisonment for one year or more.

15) That the Office of Mental Health of the Pennsylvania Department of Public Welfare should be directed to provide mental health services to the Board of Probation and Parole by the assignment of professional staff for diagnosis and evaluation, and for consultation and treatment of probationers and parolees. Units to provide such services should be established in the larger district offices of the Board of Probation and Parole and should be staffed by professional employees of the Office of Mental Health.

16) That the compensation of members of the Board of Probation and Parole which were comparable to those of the judges in the smaller counties when the present Board of Parole was established, should be increased so as to be more comparable with present day judicial salaries and with the compensation paid for similar services in other states.

17) That the Commonwealth provide a system of subsidies to county courts to permit the employment of added probation staffs to engage in pre-sentence investigations and probation supervision, the qualifications for such personnel to be established by the State Board of Probation and Parole.

RECOMMENDATIONS OF THE TASK FORCE AND ADVISORY COMMITTEE SUBCOMMITTEE ON COUNTY JAILS AND PRISONS

1. That the Commonwealth establish a system of regional correctional facilities limited to approximately 150 prisoners, and geographically distributed throughout the State;

That such regional facilities shall have diversified and specialized programs of treatment and rehabilitation, and that they be established and administered as part of the State correctional system.

That when such facilities are established, legislation be enacted, providing that persons sentenced to terms of two years or more, shall be sentenced to State institutions and not to county institutions, *except that* the Department of Justice in its jail inspection program should be given authority to approve those county jails having adequate facilities and program, to receive prisoners with maximum sentences not exceeding five years.

2. That when the State regional facilities recommended have been established, legislation be enacted providing that, at the option of any county, the State shall accept prisoners who have been sentenced for more than six months, but less than two years.

3. That the system of periodic inspection of county jails by the Department of Justice shall be broadened in scope to include not only a check of the prison facilities and plant, but also programs for the treatment and rehabilitation of offenders, and that reports of inspections made by the Bureau of Correction to the counties shall include notations under both headings.

APPENDIX VIII

MINORITY REPORT ON STATE CORRECTIONAL INSTITUTIONS SUBMITTED BY THE HONORABLE ROBERT E. WOODSIDE

As a member of the sub-committee on the Eastern Correctional Institute, I should like to set forth briefly my position on the subject matter of the five point motion adopted August 1st, and which I assume constitutes the report of the sub-committee.

1. If we have two or more diagnostic and classification centers, one should be in or near Philadelphia. I favor the establishment of an institution devoted primarily to treatment and research of special classes of prisoners and of experimental treatment and research of "average or regular" prisoners. I believe this should be associated with one of the diagnostic and classification centers. I am not convinced the door should be closed on locating this institution outside the limits of the city of Philadelphia.

2. I agree that careful study should be made of the type of prisoner to be treated and "researched" in such institution and the type of treatment to be given to such prisoners. Thereafter, the physical facilities necessary for such treatment and study should be carefully planned.

3. I am unalterably opposed to the retention of the Cherry Hill prison. It is an institution of dilapidated dungeons. It was built to deny prisoners the privilege of associating or conversing with each other and with other human beings, and is in no way adaptable to an enlightened program of treatment. It is the only place in the world where a football field turns a corner and a baseball diamond is a triangle. Even if most of its buildings were razed and replaced with modern structures, the limited area and high wall would prevent any semblance of normal living and would be more conclusive to dishabilitating than to rehabilitating. An institution for the retention and treatment of penitentiary prisoners does not belong in the built up part of a city. Reasons for the razing of this institution have been so fully and frequently set forth during the last thirty years by penologists, officials, committees and editorials that I am amazed that its retention and reconstruction is any longer a matter of

consideration. Within the last month, both Mayor Tate of Philadelphia and the Philadelphia Inquirer have publicly expressed the opinion that this institution should be razed.

4. This deals with the Pittsburgh institution, and I support the conclusion of those who studied that problem.

5. Although I am not sure that the sub-committee has jurisdiction over this subject matter, I concur in the recommendation. I favor expansion of forestry camps, further experimentation with the so-called "satellite" program of having selected prisoners work at non-penal state institutions and the development of special experimental pre-parole institutions. We must not be deluded concerning the limitations of these programs. We have in our state correctional institutions approximately 8000 long term prisoners. Between 2700 and 3000 of these are classified as "the better risk, properly screened inmates" and are practically all engaged in daytime work outside of the walls in one of the finest agricultural programs in any prison system in this country. Those experienced with screening prisoners, all recognize that as the number of "better risks" is increased above 3000 the likelihood of escapes and their associated dangers to the public increases substantially. We must recognize that the number of prisoners who will voluntarily remain prisoners is limited. In the second place, we tried the "satellite" program in Pennsylvania twenty years ago, although we did not know the descriptive word at that time. When it is tried anew it will be found to have its disadvantages, although I think it may be worth another try with a well planned program involving a small number of prisoners. Forestry camps are good and should be expanded, but we must remember that a good case can be made for the rehabilitation advantages of an agricultural institution over a number of small forestry camps.

APPENDIX IX

SUMMARY OF FINDINGS, 1956-57
PENNSYLVANIA PROBATION STUDY
BY
NATIONAL PROBATION AND PAROLE ASSOCIATION

Summary of the report *Probation Services in Pennsylvania*, as it relates to adult probation. Included are:

- I. General Description of the Report.
- II. Summary of Findings Presented in the Report.
- III. Principal Recommendations for Adult Probation and County Parole.

I. GENERAL DESCRIPTION OF THE REPORT "PROBATION SERVICES IN PENNSYLVANIA"

Probation Services in Pennsylvania is the report of a study conducted in 1956 and 1957 by the National Probation and Parole Association at the request of the Governor's Commission on Penal and Correctional Affairs and the Governor's Committee on Children and Youth. The cost of the study was borne by the Commission, the Committee, and the National Probation and Parole Association.

Assisting the National Probation and Parole Association in the study were representatives of probation agencies in Ohio and the Federal government, the Pennsylvania Bureau of Correction, the Pennsylvania Citizens Association, the Pennsylvania Board of Parole, the Pennsylvania Department of Welfare, and the Executive Committee of the Pennsylvania Association on Probation, Parole and Correction.

The purpose of the study was to:

- "(1) determine the extent of use of probation services by Pennsylvania's juvenile and criminal courts;
- "(2) determine the extent of use of county parole and after-care services;
- "(3) evaluate the organization, administration and operation of county probation, parole and after-care services;
- "(4) evaluate probation staff in terms of experience, training, salaries and performance;
- "(5) evaluate the extent of use of special probation and parole supervision offered the criminal courts by the Pennsylvania Board of Parole and the quality of these services;

“(6) present recommendations for the improvement of county probation, parole and after-care services.”

The material presented in the report was obtained through staff interviews of probation officers in each county to procure information with respect to organization and procedures; interviews and correspondence with judges, law enforcement officials, other county officials, and social agency staff when possible; interviews with staff and officials of the Board of Parole and the Department of Welfare; questionnaires returned by probation personnel; and statistical data compiled by various departments of the Commonwealth.

Of the 79 county probation offices known at the time of the study, 59, or 75 percent returned the questionnaires sent to them. Of 501 known probation officers, 393, or 78 percent submitted information about themselves by confidential questionnaire.

II. SUMMARY OF FINDINGS PRESENTED IN THE REPORT "PROBATION SERVICES IN PENNSYLVANIA"

A. Pennsylvania's Probation Services

Probation in Pennsylvania is a court service and is administered at the county level.¹ The Act of 1911 as amended in 1925 authorized probation for certain convicts as follows:

“Section 1. Be it enacted, &c., That whenever any person shall be convicted in any court of this Commonwealth of any crime, except murder, administering poison, kidnapping, incest, sodomy, buggery, rape, assault and battery with intent to ravish, arson, robbery, or burglary, and it does not appear to the said court that the defendant has ever before been imprisoned for crime, either in this State or elsewhere (but detention in an institution for juvenile delinquents shall not be considered imprisonment), and where the said court believes that the character of the defendant and the circumstances of the case such that he or she is not likely again to engage in an offensive course of conduct, and that the public good does not demand or require that the defendant should suffer the penalty imposed by law, the said court shall have power to suspend the imposing of the sentence, and place the defendant on probation for a definite period, on such terms and conditions, including the payment of money for the use of the county, not exceeding, however, the fine fixed by law for conviction of such offense, as it may deem right and proper; said terms and conditions to be duly entered of record as a part of the judgment of the court in

¹ 1911, June 19, P. L. 1055, §1, as amended 1925, May 7, P. L. 554.

such case. No such condition for the payment of money shall be considered as the imposition of a fine or a sentence nor prevent the court from thereafter sentencing any defendant under the act under which he or she was convicted, upon violation of his or her parole."

In 1941 the legislature removed most of the limitations contained in this statute, permitting probation to be imposed for any crime except murder.²

"Sec. 25. Whenever any person shall be found guilty of any criminal offense by verdict of a jury, plea, or otherwise, except murder in the first degree, in any court of this Commonwealth, the court shall have the power, in its discretion, if it believes the character of the person and the circumstances of the case to be such that he is not likely again to engage in a course of criminal conduct and that the public good does not demand or require the imposition of a sentence to imprisonment, instead of imposing such sentence, to place the person on probation for such definite period as the court shall direct, not exceeding the maximum period allowed by law for the offense for which such sentence might be imposed."

With respect to the above statute, the following statement is made in the report, "The law permitting the courts to use probation is excellent and devoid of restrictions as are placed upon the courts in some other states."

It is also observed, however, that "While courts in other states are using probation supervision in 60 and 80 per cent of their cases, Pennsylvania courts are using it in less than 25 per cent . . . of adult . . . cases . . . and are not properly staffed to use probation even in this small amount."

Regarding Pennsylvania's probation services the report continues,

"The judges of the Courts of Quarter Sessions, the Allegheny County Juvenile Court, the County Court of Allegheny County, and the Municipal Court of Philadelphia have responsibilities for the appointment of . . . probation officers. . . . The probation officers serve at the pleasure of the court and perform such duties as the court may direct. . . .

". . . The salary board of each county, consisting of members of the board of county commissioners, the county controller and a judge

² 1941, August 6, P. L. 861, §25.

of the court whose salaries are under consideration, fixes the salaries³ with the exception of Philadelphia where salaries are fixed by the city council.”⁴

Although the counties are responsible for supervision of the majority of probationers, the Pennsylvania Board of Parole is empowered to supervise “. . . any person . . . placed on probation . . . by any judge of a court having criminal jurisdiction, when the court may by special order direct supervision by the board. . . .”⁵

The courts are required by statute to transmit presentence and clinic reports within 30 days,⁶ “. . . but few counties have such reports to send. It was reported that prisoners received in county and state institutions from some courts would have been placed on probation had they been sentenced by courts having better probation service.”

B. Organization of Pennsylvania's Probation Services

Fourteen counties and separate divisions of the Municipal Court Probation Department in Philadelphia provide separate criminal probation services for adults. In forty-nine counties probation officers working with adults may work also with juveniles, desertion and nonsupport cases. Four counties rely on volunteers for supervision of adult cases, and in two counties, the adult probation offices work exclusively with domestic relations cases.

C. Administration of Probation Services

In Pennsylvania, the administration of probation is the responsibility of the courts.

“Several courts have designated a probation officer as chief probation officer and have delegated certain administrative responsibilities to the chiefs but only the Allegheny County Juvenile Court and the Philadelphia Municipal Court laws provide for the appointment of chief probation officers.”

“. . . A common problem among the counties is the lack of clearly defined authority for the person designated as chief to supervise the work of the other probation officers and employees of the probation office.”

³ 1947, July 5, P. L. 1308.

⁴ 1947, May 2, P. L. 134.

⁵ 1941, August 6, P. L. 861, §17, as amended 1943, May 27, P. L. 767 §8.

⁶ 1941, August 6, P. L. 861, §18.

1. Judges' Opinions Regarding Probation Services

"Some judges interviewed during the course of the study suggested the need for state funds to subsidize court services contingent upon the agreement of the courts to develop minimum standards. The majority however felt that with proper interpretation and sufficient leadership by the judges, there would be few counties which could not afford to provide their courts with the needed services. While some mentioned the need for uniform standards for probation staff and probation work throughout the state under some form of state leadership, the feeling was emphatic that state supervision or assistance should not include state control and state administration."

The report notes, "Of the judges interviewed or who responded to the correspondence, the majority expressed a serious concern for the inadequacies of their court services. . . ."

". . . In 12 counties, the judge or some of the judges feel that their services are completely adequate. In each of these counties, the amount of service available and the kind of work done as reported by the probation officers is substantially below acceptable standards."

2. Probation Budget and Costs

The Board of County Commissioners, as the fiscal body for the county, approves the operating budget for court services. "In a few large and most small counties . . . the chief probation officer is not consulted by the court in preparation of the budget or in how appropriations should be expended."

With respect to a comparison of probation and institutional costs, the report observes:

"Studies in other states have shown that good probation and parole service costs from \$150 to \$250 annually for each probationer. The average national cost for penal institutions is about \$1,500 per inmate. . . . The Twelfth Annual Report of the Board of Parole for the year ending May 31, 1955 shows the state parole cost was \$154 per case compared with a cost of over \$1,200 for each person in prison. The absence of complete records in many of the counties prevents an accurate computation of probation costs on a case basis in Pennsylvania. However, figured on the basis of the incomplete reports . . . which showed about 16,000 juvenile and about 20,000 adult probation and parole cases under the supervision of about 44 county probation offi-

ces on December 31, 1955, it is known that county probation service at present costs less than \$90 per supervision case. This estimate does not include the investigation work, or several thousand desertion and nonsupport cases handled annually by the probation officers."

D. Probation Staff

1. Appointment and Qualifications

"The Pennsylvania statutes providing for appointment of probation officers require only that they be appointed by the judges and that they must be 'discreet persons of good character.' There are no legal provisions for selection of trained staff on a merit basis or for tenure after appointment. The officers serve at the pleasure of the judge."

One large county selects probation applicants and promotes employes on the basis of competitive examination. In several counties, citizen committees, committees of judges, or the chief probation officer may screen or recommend new applicants. In others, some educational and professional standards have been established. Only county residents are eligible for appointment by the courts. "In many counties new officers are appointed directly by the court without conferring with the chief [probation officer]."

2. Pennsylvania's Probation Officers

Of the 501 full- and part-time probation officers working in the counties in 1955, it was found that:

"Forty percent (199) work exclusively with juvenile cases, 17 percent (86) with adult cases, and 28 percent (142) with both juveniles and adults. The other 15 percent (74) work only on domestic relations matters."

The report notes further:

". . . in most of the larger counties supervision and training of staff in their day to day work with probationers is sadly deficient because of the few supervisory staff trained and assigned for this work. There is no such supervision for staff in the small counties."

a. Age

With respect to the age distribution of Pennsylvania's probation officers, the report notes that 29 percent are below age 40, and that 29 percent of the chief probation officers are below age 50. "A common

⁷ 1911, June 19, P. L. 1055, §3, as amended; 1919, June 21, P. L. 569, §1.

practice which has raised the age levels in many counties is to employ persons as probation officers after they have retired from other fields of work.”

b. Previous Experience (as reported by 26 chiefs and 190 probation officers)

Approximately 61 percent of the probation officers in the counties with over 200,000 population had previous experience in social work and teaching; about 17 percent of the officers in these counties had worked previously in law enforcement and investigation.

The chief probation officers and the probation officers from counties under 200,000 population came from the same fields primarily, but in different proportions. Thirty-seven percent (16) came from social work and teaching, and 37 percent from law enforcement and investigation.

c. Probation Experience

“Fifty-seven percent of the probation officers [of 344 reporting] and 71 percent of the chiefs [of 69 reporting] have five years or more probation experience. . . . It should be noted however that 13 per cent of the chiefs have less than two years of probation experience.”

d. Education and Training

Sixty-two percent (37) of the 58 chief probation officers reporting had a high school education or less; 11 percent (6) had some college; and 27 percent (15) had graduated from college or had some graduate education, including 7 persons with a graduate degree. (Six of the 58 chiefs were so classified because they came from counties under 25,000 population.)

Of the 337 probation officers reporting, 39 percent had a high school education or less; 16 percent had some college; and 46 percent had graduated from college or had some graduate education, including 28 persons holding a graduate degree.

The report notes that “. . . 55 percent of the chief probation officers . . . [and] 42 percent of [the] probation officers appointed since January 1, 1954 had less than college graduation at time of appointment.”

e. Salaries

With respect to salaries, the report observes,
“The peak salary . . . for chiefs in the largest counties is not comparable to the . . . range for chiefs of departments serving courts in

the metropolitan areas of New York, New Jersey, Michigan, and California. Most probation officer salaries also rank well below the . . . recruiting salaries for probation systems with which Pennsylvania would want to be compared.”

It is noted, however, that interstate comparison of salaries is not necessarily the basis for establishing salary scales in Pennsylvania. The report observes:

“Salaries should be comparable to those paid other personnel performing professional services in county and state service [in Pennsylvania].”

f. Caseloads and Staff Needs

A caseload of 50 supervision cases (equal to 50 work units) is recommended as the maximum number one probation officer should handle at one time. Of those officers carrying adult probation cases, about 80 percent were carrying more than 50 supervision cases, some as many as 400. Many of the officers carrying 50 cases (or work units) or less were part-time officers. With respect to the caseload situation the report observes,

“It is roughly estimated that the Pennsylvania courts have from one-third to one-half the staff required which means that the juvenile and criminal courts can operate at one-third to one-half the required rate of efficiency.”

g. Offices and Facilities

“Thirty-five of the probation offices in 34 counties are adequate in every respect. . . .

“In 28 offices the facilities could be evaluated as only fair . . . it is necessary for two or more officers to be in a room with no privacy for interviewing or for clerical staff to share office space with probation staff. . . .

“In 13 counties the physical facilities are poor and in no way conducive to effective work.”

The report adds, “The lack of secretarial and clerical help in sufficient amount is a severe handicap to the majority of the probation officers in the state.”

E. Administrative and Statistical Reporting

Commenting on the lack of uniform records and reporting, Mr. John G. Yeager, Director of Research and Statistics of the Bureau of Correction, makes the following observation in the report:

“No clear insight into probation offices can be achieved with present record keeping in the far majority of probation offices in Pennsylvania. Lack of facilities and personnel for processing the data, rigid processings of relatively unimportant statistics year in and year out for outmodeled annual reports, lack of time and oftentimes lack of knowledge of what to be kept all contribute to the problems of collecting probation and parole statistics in Pennsylvania.”

F. Evaluations of Probation Services

“This evaluation is of the extent to which the officers perform specific functions which are regarded as basic and essential to good probation work. . . .” The following rating scale was established with respect to the completeness of probation services.

0-60%	=	Poor
70-80%	=	Fair
90%	=	Good
100%	=	Excellent

1. Presentence Investigations

“The statutes of California, Michigan, Colorado, Connecticut and Rhode Island require presentence investigations by probation officers in every felony case, and in New Jersey such investigations are required before sentencing by court rule. The rules of criminal procedure for the United States District Courts require presentence investigations in every case unless the judge directs otherwise.

“Little use is made of presentence investigations by the criminal courts of the Commonwealth of Pennsylvania. The statutes make no reference to presentence investigations and require only that the probation officers perform such duties as the court directs. . . .

“The courts in 38 counties never request a presentence investigation from their probation office, and 15 request such investigations in few of the total convictions. In four counties the probation officer submits a presentence report in the majority of cases. In seven counties, which include six under 100,000 population, the courts require a presentence investigation in every case.

“The probation officers in 11 of the 26 counties that make investigations in at least some of their cases never prepare written reports and the information is lost after the officer reports orally to the court. The work of the state correctional system is handicapped when the

presentence information is not available to the institution where the offender is committed.”

Ratings—Adult Probation Services

Eighty percent (52) of the probation offices were rated “poor” with respect to *presentence investigations*. Of these offices, 40 received a rating of 10 percent or less. Twelve percent (8) of the offices were rated “fair,” 8 percent (5) were rated “good,” and no offices were rated excellent” with respect to completeness of these services.

2. Probation and Parole Supervision

According to the report, thorough and efficient probation supervision for the criminal courts of Pennsylvania has been hindered for several reasons:

“excessive overload of probation cases . . . ;

“absence of presentence or post-sentence investigations;

“. . . overemphasis on collections . . . which relegates most adult probation offices duties to clerical and bookkeeping work and investigation of financial arrearages;

“many judges are unfamiliar with the real meaning and potential of probation supervision . . . ;

“. . . lack of professional or pre-employment training for new probation officers. . . .”

Ratings—Adult Probation Services

One hundred percent of the offices were rated “poor” in completeness of adult *probation and parole supervision*. Of these 58 percent (38 offices) received a rating of 0–10 percent.

a. Special Probation Services of Pennsylvania Board of Parole

“Under the state parole law the Pennsylvania Board of Parole has the power to supervise any person placed on probation or parole by any judge of a court having criminal jurisdiction when that court, by special order, directs supervision by the Board.”

“By the same standards of relative completeness by which county probation services were rated, the supervision practices of the state parole staff are rated as ‘good’—in the 80 to 90 percent category.

“Supervision of adult probationers by state parole agents is more thorough than that of any county probation office.”

Special probation cases “. . . constitute only one per cent of the total state probation caseload. . . . Although the intent of the legislation empowering the Board of Parole to supervise probationers was to aid the courts in rural areas with little or no probation service available, 70 percent of the cases [1941–1956] are from courts in the . . . counties . . .” having over 300,000 population. Of the 39 counties having less than 100,000 population, “. . . only 12 have ever placed probationers under the Board’s supervision. None of the three counties without probation officers have ever used the state parole service.”

3. *Preparole Investigation*

In Pennsylvania,

“. . . the general practice in a large majority of the counties is for the prisoners with minimum and maximum sentences to be released automatically when they have served the minimum. In 44 counties ranging from large to small, these releases are made with no *preparole* investigations to determine readiness for release or to see that a workable plan for residence and employment is available. A few courts which never require a *preparole* investigation for a release at the minimum sentence do require such investigations for those serving flat sentences upon receipt of a petition from an attorney. . . . In some counties where the probation officer makes no *preparole* investigation a recommendation is submitted to the judge by the county institution warden.”

Ratings—Adult Probation Services

Sixty-two of 65 offices (95 percent) received a rating of “poor” with respect to completeness of *preparole investigation* services. Of these, 45 offices received a rating of 0–10 percent. Two offices received a rating of “fair” and one office a rating of “good.”

APPENDIX X

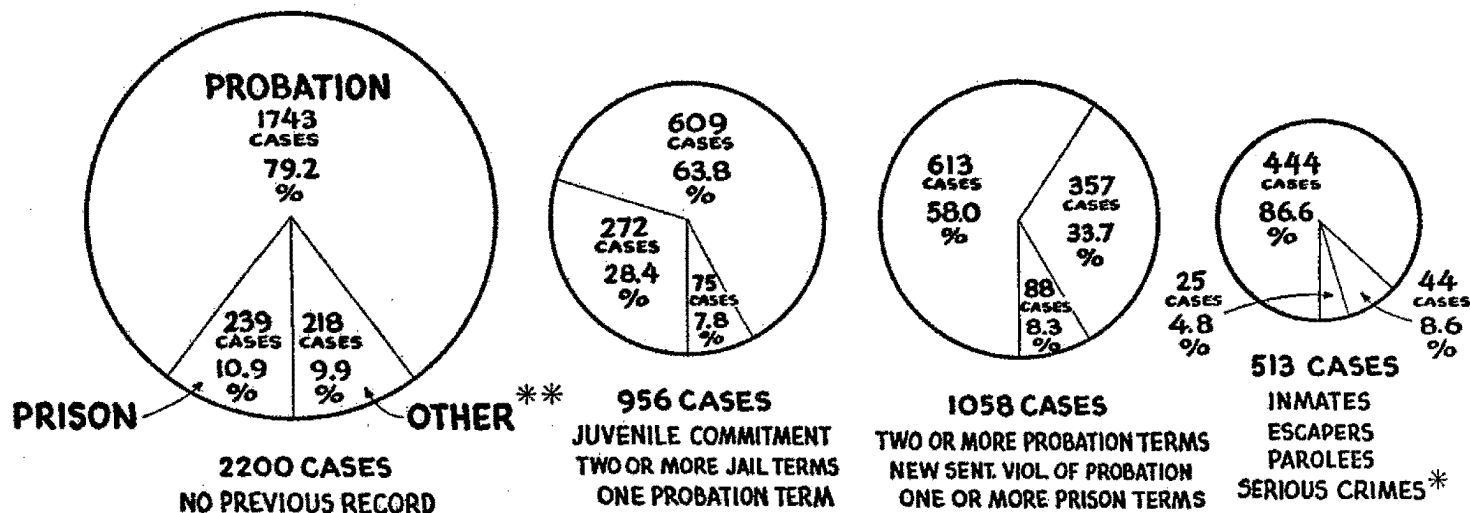
CRIMINAL COURT DISPOSITIONS IN MICHIGAN, 1960

CRIMINAL COURT DISPOSITIONS-1960

EIGHTY-THREE COURTS

EXCEPTING ONLY RECORDER'S COURT AND WAYNE CIRCUIT COURT

98



Michigan State
DEPARTMENT OF CORRECTIONS
STATISTICS DIVISION
March 1961

* Serious Crimes: Murder, Manslaughter
Robbery Armed, Burning Dwelling
Sale of Narcotics

** Other: Jail, fine, costs, etc.

Michigan
CRIMINAL COURT DISPOSITIONS FOR THE YEAR 1960

(83 Courts Excepting Only Recorder's Court and Wayne Circuit Court)

Probation Districts	Offenses For Which The Maximum Is More Than One Year																Lesser Penalty			** Tech. Viol.				
	Total Cases *				Group A *				Group B *				Group C *				Group D *							
	Tot.	Pris.	Prob.	JFS	Tot.	Pris.	Prob.	JFS	Tot.	Pris.	Prob.	JFS	Tot.	Pris.	Prob.	JFS	Tot.	Pris.	Prob.	JFS	Tot.	Prob.	JFS	
TOTAL CASES	4727	1568	2753	406	2200	239	1743	218	956	272	609	75	1058	613	357	88	513	444	44	25	1157	667	490	245
Dist. II	1626	543	968	115	797	75	647	75	320	100	202	18	337	214	107	16	172	154	12	6	465	295	170	62
Dist. III	1708	594	920	194	740	82	556	102	333	85	213	35	423	241	136	46	212	186	15	11	442	221	221	96
Dist. IV	775	235	487	53	365	41	299	25	167	43	112	12	168	90	65	13	75	61	11	3	177	110	67	61
Dist. VA	114	41	64	9	52	6	43	3	25	8	13	4	25	18	6	1	12	9	2	1	31	24	7	3
Dist. VB	277	94	163	20	133	23	102	8	62	22	35	5	65	36	23	6	17	13	3	1	22	5	17	15
Dist. VI	227	61	151	15	113	12	96	5	49	14	34	1	40	14	20	6	25	21	1	3	20	12	8	8
BY PERCENT TO TOTAL																								
TOTAL CASES	100.0	33.2	58.2	8.6	100.0	10.9	79.2	9.9	100.0	28.4	63.8	7.8	100.0	58.0	33.7	8.3	100.0	86.6	8.6	4.8	100.0	57.6	42.4	
Dist. II	100.0	33.4	59.5	7.1	100.0	9.4	81.2	9.4	100.0	31.3	63.1	5.6	100.0	63.5	31.8	4.7	100.0	89.5	7.0	3.5	100.0	63.4	36.6	
Dist. III	100.0	34.8	53.9	11.3	100.0	11.1	75.1	13.8	100.0	25.5	64.0	10.5	100.0	57.0	32.1	10.9	100.0	87.7	7.1	5.2	100.0	50.0	50.0	
Dist. IV	100.0	30.3	62.9	6.8	100.0	11.2	81.9	6.9	100.0	25.7	67.1	7.2	100.0	53.6	38.7	7.7	100.0	81.3	14.7	4.0	100.0	62.1	37.9	
Dist. VA	100.0	36.0	56.1	7.9	100.0	11.5	82.7	5.8	100.0	32.0	52.0	16.0	100.0	72.0	24.0	4.0	100.0	75.0	16.7	8.3	100.0	77.4	22.6	
Dist. VB	100.0	33.9	58.9	7.2	100.0	17.3	76.7	6.0	100.0	35.5	56.4	8.1	100.0	55.4	35.4	9.2	100.0	76.5	17.6	5.9	100.0	22.7	77.3	
Dist. VI	100.0	26.9	66.5	6.6	100.0	10.6	85.0	4.4	100.0	28.6	69.4	2.0	100.0	35.0	50.0	15.0	100.0	84.0	4.0	12.0	100.0	60.0	40.0	

87

Group A: Offenders with no previous record except for a few cases with a record of juvenile probation, one jail term.
 Group B: Offenders with previous record of juvenile commitment, multiple jail terms, one previous probation term.
 Group C: Offenders with previous record of two or more previous probation terms, new sentence violators of probation, one or more previous prison terms.
 Group D: Inmates, escapers, parolees, and those committing serious crimes for which the probability of probation is slight.
 (Serious Crimes: 750.316 Murder 1st; 750.317 Murder 2nd; 750.83 Assault to Murder; 750.89 Assault to Rob Armed; 750.91 Attempt to Murder; 750.321 Manslaughter; 750.529 Robbery Armed; 750.531 Bank, Safe, & Vault Robbery; 750.72 Burning Dwelling House; 335.152 Sale of Narcotics.)

* Jail, fine, costs, suspended sentence, etc.
 Note: (Lesser Penalty: Offenses with a maximum of one year or less)
 ** Technical violators of probation receiving a prison sentence for violation.

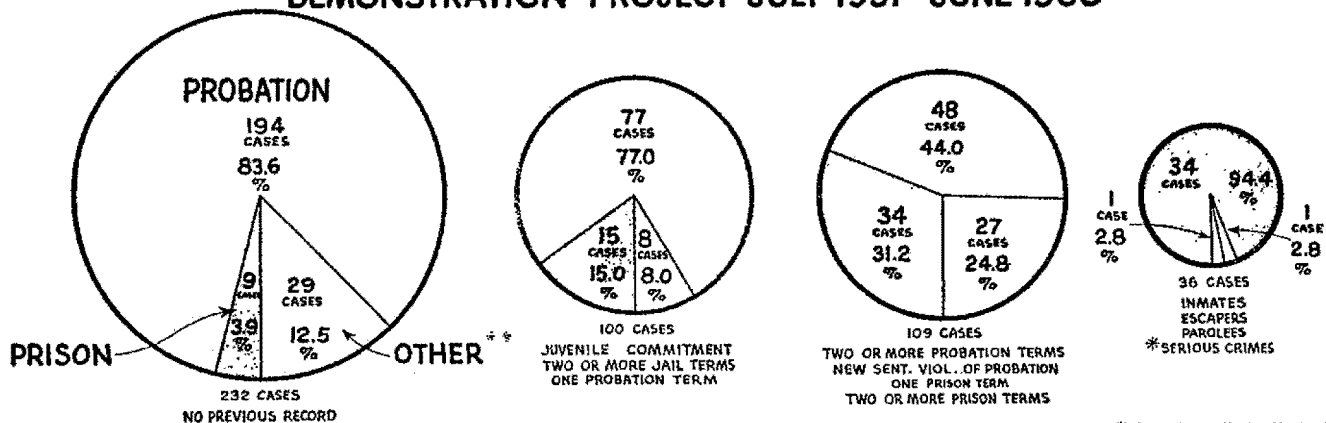
Dept. of Corrections
 Statistics Division
 3-29-61

APPENDIX XI

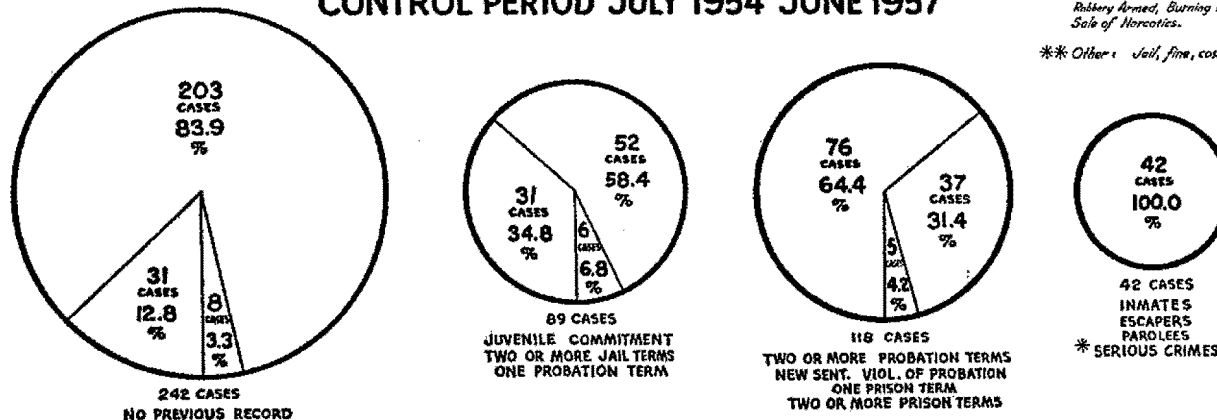
SAGINAW COUNTY (MICHIGAN) PROBATION DEMONSTRATION PROJECT RESULTS

SAGINAW COUNTY COURT DISPOSITIONS

DEMONSTRATION PROJECT JULY 1957 JUNE 1960



CONTROL PERIOD JULY 1954 JUNE 1957



* Serious Crimes: Murder, Manslaughter, Robbery Armed, Burning Dwelling, Sale of Narcotics.

** Other: Jail, fine, costs, etc.

SAGINAW COUNTY CRIMINAL COURT DISPOSITIONS
For the Period of the Demonstration Project and for Three Prior Years

<i>Offender Groups</i>	<i>Total</i>	<i>Project Period</i>			<i>Total</i>	<i>Three Prior Years</i>		
		<i>Pris.</i>	<i>Prob.</i>	<i>Other</i>		<i>Pris.</i>	<i>Prob.</i>	<i>Other</i>
All Cases	575	92	372	111	566	180	338	48
Total—Prison Maximum	477	92	320	65	491	180	292	19
<i>Group A</i>	332	24	271	37	331	62	255	14
No Previous Record*	232	9	194	29	242	31	203	8
Juvenile Commitment	28	3	22	3	16	2	13	1
Two or More Jail Terms	30	4	23	3	19	10	7	2
One Prev. Probation Term	42	8	32	2	54	19	32	3
<i>Group B</i>	109	34	48	27	118	76	37	5
Two or More Prev. Prob. Terms	10	1	7	2	10	3	6	1
Probationer—New Offense	44	12	22	10	38	24	13	1
One Previous Prison Term	37	13	17	7	44	26	16	2
Two or More Prev. Pris. Terms	18	8	2	8	26	23	2	1
<i>Group C</i>	36	34	1	1	42	42	—	—
Inmates, Escapers, Parolees	20	18	1	1	16	16	—	—
Serious Crimes**	16	16	—	—	26	26	—	—
Lesser Penalty Cases	98	—	52	46	75	—	46	29

06

SUMMARY DATA—BY PERCENT TO GROUP TOTALS

All Cases	100.0	16.0	64.7	19.3	100.0	31.8	59.7	8.5
Total—Prison Maximum	100.0	19.3	67.1	13.6	100.0	36.6	59.5	3.9
<i>Group A</i>	100.0	7.2	81.6	11.2	100.0	18.7	77.1	4.2
No Previous Record*	100.0	3.9	83.6	12.5	100.0	12.8	83.9	3.3
Juvenile Commitment	100.0	10.7	78.6	10.7	100.0	12.5	81.2	6.3
Two or More Jail Terms	100.0	13.3	76.7	10.0	100.0	52.6	36.9	10.5
One Prev. Probation Term	100.0	19.0	76.2	4.8	100.0	35.2	59.3	5.5
<i>Group B</i>	100.0	31.2	44.0	24.8	100.0	64.4	31.4	4.2
Two or More Prev. Prob. Terms	100.0	10.0	70.0	20.0	100.0	30.0	60.0	10.0
Probationer—New Offense	100.0	27.3	50.0	22.7	100.0	63.2	34.2	2.6
One Previous Prison Term	100.0	35.1	46.0	18.9	100.0	59.1	36.4	4.5
Two or More Prev. Pris. Terms	100.0	44.4	11.2	44.4	100.0	88.5	7.7	3.8
<i>Group C</i>	100.0	94.4	2.8	2.8	100.0	100.0	—	—
Inmates, Escapers, Parolees	100.0	90.0	5.0	5.0	100.0	100.0	—	—
Serious Crimes**	100.0	100.0	—	—	100.0	100.0	—	—
	100.0	—	53.1	46.9	100.0	—	61.3	38.7

16

* Inclusive of a few cases with a previous record of one jail term or juvenile probation.

** Serious Crimes—Murder 1st; Murder 2nd; Aslt. to Murder; Aslt. to Rob Armed; Att. to Murder; Manslaughter; Robbery Armed; Bank, Safe, & Vault Robbery; Burning Dwelling House; and Sale of Narcotics.

Note: Exclusive of cases not processed and committed to mental hospitals—9 such cases during the project—5 cases in the three prior years.

Note: Other Dispositions: Jail, fine, costs, suspended sentence, etc.

Dept. of Corrections
Statistics Division
8-29-60

Comparative Costs for Felony Dispositions

Prison

(Michigan Averages)

Average stay — 31 months

Operating cost per disposition

\$4,000

Probation

(Saginaw Standards)

Average length of supervision — 27 months

Cost per disposition

\$630

Note:

Cost of One new prison cell

\$10,000
to
\$16,000

APPENDIX XII

COUNTY JAILS AND PRISONS IN WHICH PRISONERS WERE
SERVING MAXIMUM SENTENCES OF TWO YEARS OR
MORE ON JUNE 30, 1962

County Prison	Total Prisoners	Court Sentences 2 Years or More	Percent of Total
Allegheny County Prison	440	7	1.6
Allegheny County Workhouse	735	331	45.0
Beaver	48	1	2.1
Berks	174	46 ^a	26.4
Blair	67	7	10.4
Bradford	27	2	7.4
Bucks	70	5	7.1
Butler	29	4	13.8
Cambria	58	33	56.9
Chester	131	19	14.5
Crawford	28	2	7.1
Cumberland	43	1	2.3
Dauphin	152	24	15.8
Delaware	335	78	23.3
Lackawanna	74	9	12.2
Lancaster	205	13	6.4
Lebanon	59	9	15.3
Lehigh	84	20	23.8
Luzerne	84	19	22.6
Lycoming	33	4	12.1
Mercer	18	1	5.6
Montgomery	218	74	34.0
Northampton	101	51	50.4
Northumberland	46	2	4.3
Philadelphia County Prisons			
House of Correction	862	12	1.4
Holmesburg	1205	489 ^b	40.6 ^b
Moyamensing	953	36	3.8
Schuylkill	68	29	42.6
Tioga	6	1	16.7
Westmoreland	53	1	1.9
Wyoming	5	1	20.0
York	99	2	2.0
Total	6510	1333	19.0

Notes: a. Includes 1 life prisoner.

b. Does not include prisoners awaiting execution. (3 prisoners)

Philadelphia County Prison System	Total	Over 2 years	Percent
House of Correction	862	12	1.4
Holmesburg	1205	489	40.6
Moyamensing	953	36	3.8
Total	3020	537	17.8

SOURCE: Pennsylvania Department of Justice, Bureau of Correction, Directorate of Research and Statistics

APPENDIX XIII

PRISONERS IN ALLEGHENY COUNTY WORKHOUSE
DECEMBER 31, 1960

County and County Classification	In Home County Prisons	In Allegheny County Workhouse
Adams (7th)	16	20
Allegheny (2nd)	427	443
Beaver (4th)	43	25
Bedford (7th)	1	4
Blair (5th)	25	12
Bradford (6th)	23	13
Butler (5th)	30	2
Cambria (4th)	52	1
Centre (6th)	1	4
Clarion (7th)	19	9
Clearfield (6th)	15	9
Clinton (7th)	11	4
Crawford (6th)	26	16
Cumberland (6th)	48	2
Elk (7th)	1	6
Erie (4th)	86	32
Fayette (4th)	35	4
Franklin (6th)	39	6
Fulton (8th)	3	2
Greene (6th)	9	2
Huntingdon (7th)	15	2
Indiana (6th)	16	4
Jefferson (6th)	14	8
Juniata (8th)	0	2
Lawrence (5th)	34	10
Lycoming (5th)	38	8
Mercer (5th)	17	8
Mifflin (7th)	13	5
Perry (7th)	2	1
Potter (8th)	5	1
Snyder (7th)	1	1
Somerset (6th)	6	5
Union (7th)	2	1
Venango (6th)	20	11
Warren (7th)	5	2
Westmoreland (3rd)	47	26

SOURCE: Pennsylvania Department of Justice, Bureau of Correction, Directorate
of Research and Statistics