

**DELINQUENCY  
AND  
CRIME  
ARE  
YOUR  
BUSINESS**





AN ACTION PROGRAM FOR THE CITIZENS OF WASHINGTON  
by the  
WASHINGTON CITIZENS COUNCIL  
of the  
National Probation and Parole Association

PREFACE

The problem of crime and delinquency is the skeleton in America's closet. Our success in improving our industrial processes, our advances toward conquering space—our pride in all of these accomplishments is tempered by the knowledge that we have failed so far to cope with the nation's growing crime rate.

Crime and delinquency is not a new or temporary problem; it is chronic. It has existed in war and peace, in depression and prosperity, and it pervades our small towns as well as our large cities. But one thing is certain: The problem is now more serious than ever before in history.

The grim total of crimes in the United States increased in 1957 by nearly 10 per cent over the previous year, and by a staggering 56 per cent over 1950.

Even more shocking was the increase in juvenile crime which showed that youths handled on an adult court basis accounted for nearly half of the major arrests in 1957 and that the crime rate among persons under 18 had increased 55 per cent since 1952. Equally alarming is the fact that the number of delinquency cases handled by juvenile courts has doubled in the past ten years.

Many violators have been arrested and convicted for their crimes, but the terrible trend will continue until something is done to **TREAT** offenders on probation and parole or in correctional institutions so that they will not repeat their delinquent or criminal acts.

The attitude of the public toward offenders is highly important in crime and delinquency control and treatment. Experience has long proven that a punitive, "lock-em-up throw-the-key-away" philosophy demanded or supported by the public only breeds more crime and delinquency. Community acceptance of offenders, whether it be on the job, in school, church, the neighborhood or elsewhere, is an important part of a sound treatment program.

The State of Washington needs to develop better community acceptance of offenders and more effective methods for handling its lawbreakers.

Because of inadequately developed probation and parole services, both juvenile and adult, many offenders find themselves being committed to institutions with the cost running too high in terms of human suffering, wasted lives, families of offenders supported by public welfare, and outlay of money by taxpayers for correctional programs which come late.

This cost can be reduced. The number of juvenile offenders who grow up to become criminals can be cut down. The number of adult offenders com-

"HOW THAT YOUNGSTER'S SHOT UP LATELY!"



mitted to institutions can be reduced considerably by more extensive use of probation with no greater risk to society. The number of offenders released on parole who fail to make good as parolees and end up behind bars again can be made significantly smaller.



It will take a lot of doing, but it can and should be done. It has been done in some other states. It will be done in Washington if enough citizens back the program advocated by the Washington Citizens Council—one proven by experience to control and treat crime and delinquency more effectively with long range savings to the taxpayers resulting.

### WASHINGTON CITIZENS COUNCIL

The Washington Citizens Council, appointed by the National Probation and Parole Association, a 51 year old private non-profit agency, with staff and research services supported by a Ford Foundation grant, has adopted an **ACTION** program aimed at providing Washington with a correctional program for both juveniles and adults that is second to none.

The cornerstones of this program are better developed probation and parole services and correctional institutions all operating under merit principles rather than partisan politics.

**PROBATION**, a proven method of treating specially selected offenders in the community, is an alternative to confinement, providing the court with an effective way of handling adult and juvenile offenders who are not likely to stumble again with the careful supervision and counselling of qualified probation officers.

**PAROLE**, a proven method of treating specially selected offenders in the community, is an alternative to long prison terms, permitting the release from confinement of persons who have benefitted from correctional institutions and show promise of being able to lead normal lives under the supervision of skilled parole officers.

Through improved probation and parole the Council believes that crime and delinquency rates will be reduced because fewer offenders will be discharged from supervision wanting to offend again. It believes prison costs can be reduced by consequent reduction in the number of prisoners and the length of time they spend in institutions.

It is recognized, however, that better treatment institutions must be developed to prepare offenders for successful parole adjustment in the community. Just as medical science has improved its methods to the point where the average hospital stay is far shorter than it used to be, so do modern correctional procedures make it possible to accomplish desired results with prisoners in a shorter space of time.

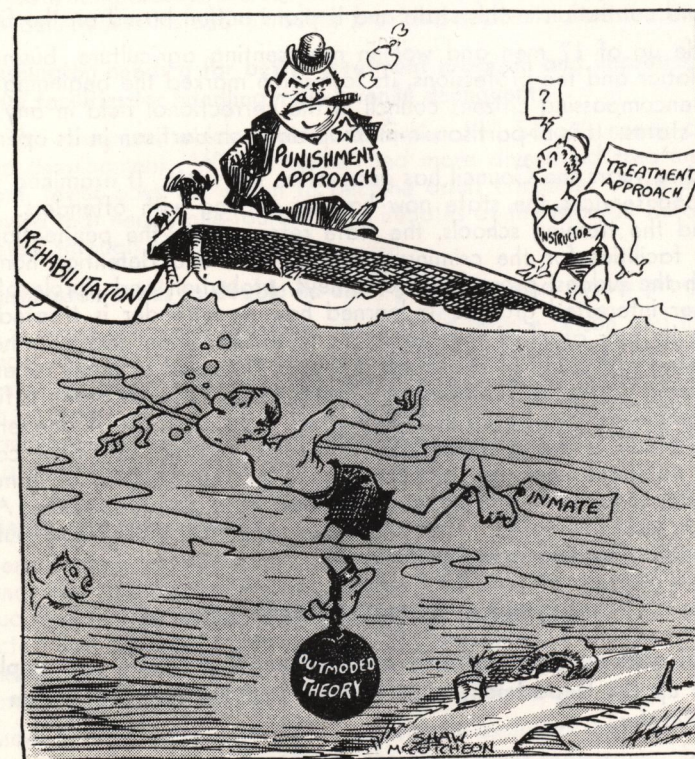
**CORRECTIONAL INSTITUTIONS** pertain to training schools, reformatories, prisons and adjunct services which should be places where attitudes and values of offenders can be changed through a modern treatment program. A total approach must be taken by having available all of those basic services and facilities which any community would provide for its law abiding citizens.

A **MERIT SYSTEM** is a method of personnel administration based on merit principles and scientific methods governing the appointment, promotion, transfer, layoff, removal, discipline and welfare of employees (all except top-policy makers). Ap-

pointments and promotions are made solely on the basis of merit and fitness to be determined by competitive examinations.

In advocating more extensive and effective use of probation and parole, the factor of punishment is not overlooked. Punishment need not consist of long months or years behind bars. The experience of being arrested, tried and convicted in a public court often is more punishing in itself than a long sojourn in an institution. Threat of punishment is not an effective deterrent

"I CAN'T UNDERSTAND WHY HE REFUSES TO SWIM BETTER!"



to crime. It was less than a hundred years ago in England when pickpockets operated in the crowds that gathered around the gallows where convicted pickpockets were hanged, and murder rates are not as high in states that have done away with capital punishment as in states which haven't.



The Washington Citizens Council recognizes that there will be a continuing need for jails, prisons, and other correctional institutions for purposes of control and treatment, but it believes that the ends of justice and the needs of society can be better served if such places are used more sparingly but developed more effectively and probation and parole are used more frequently and wisely. It knows that probation and parole services are far less costly to the taxpayers than the operations of correctional institutions—which cost 10 to 30 times more.

The Washington Citizens Council has dug out the facts of life concerning crime and correction in this state and it plans action based on the findings.

Made up of 17 men and women representing agriculture, business, industry, labor and the professions, its formation marked the beginning of the first all-encompassing citizens council in the correctional field in any of the western states. It is bi-partisan in makeup and non-partisan in its operations.

For two years the Council has gone after the facts. It examined the facilities and services the state now has for dealing with offenders. It saw first-hand the training schools, the state reformatory, the penitentiary, the hospital facilities for the criminally insane, jails, and detention homes. It met with the judges, prosecuting attorneys, probation and parole officials, and other interested groups. It learned how an offender is treated, from the time he runs afoul of the law to his final disposition and treatment. It was pleased with some of the things it found; dismayed at many others. On the following pages the Washington Citizens Council has set down its findings and recommendations based on the first two years of study. A deeper, more intensive study is being made now regarding matters of prime concern. There is no single cure, no "wonder drug," for the problem of crime and delinquency is complex and cannot be solved by a simple remedy. A total approach must be taken. That approach calls for widespread publicity, understanding, and support by the public.

### COUNCIL PRIORITIES FOR ACTION

#### 1. Washington needs a statutory merit system that covers the people who make up the Department of Institutions and the Board of Prison Terms and Paroles.

One of the great handicaps of state correctional institutions and probation and parole programs is the extreme difficulty encountered in obtaining and retaining able people because of job insecurity. Washington should take partisan politics out of the treatment of people who are sick, disturbed or in trouble.

#### 2. Washington needs to make better and more extensive use of juvenile probation. In most counties better detention and shelter-care facilities are needed.

Too many juveniles get in trouble repeatedly because they are not properly supervised after their first delinquent acts. In a number of counties they are jailed while awaiting court hearings, and in most counties they receive little or no correctional treatment. Too many dependent and neglected children who are not delinquent, but become wards of the state temporarily, are subjected to the experience of being confined with delinquents instead of being provided separate shelter-care.

#### 3. Washington needs a far better treatment program and improved institutional facilities for handling male juvenile delinquents.

This program, which centers at Green Hill School, needs considerable development. With a better and more diversified treatment program, fewer boys will go on to become adult criminals. A recent study showed that nearly one-fourth of the inmates at the Monroe Reformatory passed through Green Hill.

#### 4. Washington needs to double its adult probation and parole program.

A more adequate program which would reduce prison and jail populations and cut costs to taxpayers without an increasing risk to society would cost about \$200 per probationer yearly. In the State of Washington, it costs about \$1350 a year to keep a man in the Penitentiary (Reformatory—nearly \$2000), and about \$102 to supervise him on probation in a half-adequate program.

### The Merits of a Merit System

There is more to waging an effective campaign against crime and delinquency than merely arming more police officers. Of greater importance are qualified people at work on sound and continuing correctional programs, protected from political whims by a sound merit system. On the other hand, experience has shown that a true, legislatively enacted merit system is the best means of ridding a program of incompetent people.

Under a merit system, top policy makers are excluded from coverage and as always, are appointed directly by the appointing authorities. Under this arrangement, programs reflect the voice of the people through their elective officials without disrupting technical and service personnel or program continuity and development.

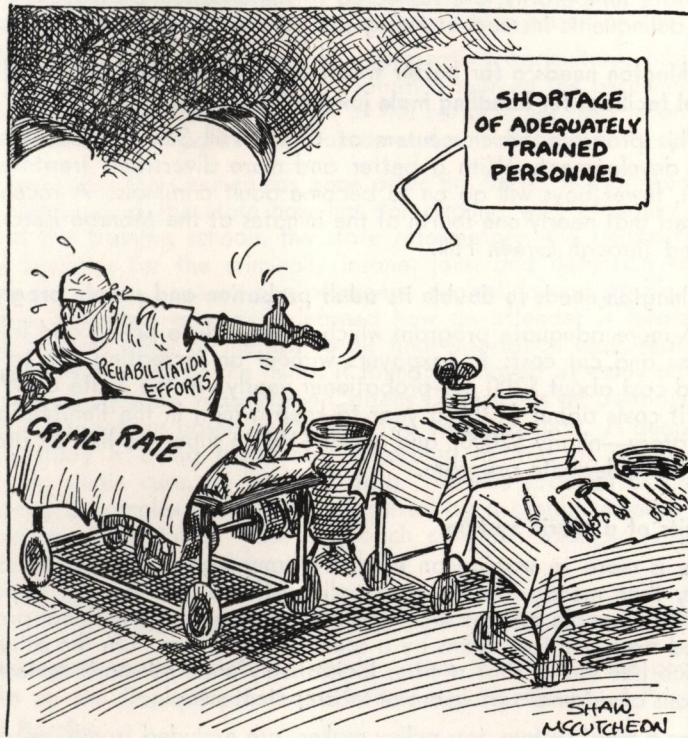
The State of Washington has a "merit system," but in name only. It



does not guarantee continuity because it can be wiped away with the stroke of any incoming Governor's pen. Continuity in program development cannot possibly be achieved under our state's partisan political approach.

Washington is having extreme difficulty recruiting and retaining staff members for the simple reason that top-notch professional people are reluctant to leave a merit-system state to enter service in a state without such a system, even at an increase in salary.

"QUICK! HAND ME THE . . . SAY! WHERE ARE YOU??"



States which are doing a good job of handling their offenders and returning the fewest to crime operate under merit systems established by their legislatures. Washington, too, must have a legislatively enacted merit system to fight crime and delinquency effectively and reduce their huge toll.

With a merit system Washington will have a better means of fighting

crime and delinquency through continuity of leadership, program, and career personnel.

### Juvenile Probation and Detention

Many inmates of our State's Reformatory and Penitentiary now serving time would be serving the people of the state as law abiding citizens and taxpayers today if adequate probation services had been available when they first stepped out of society's bounds as juvenile offenders.

Studies show that the majority of offenders committed to reformatories and prisons passed through juvenile courts but failed because they did not receive the benefit of adequate probation supervision, which entails casework with the youngster and his family. When these services do exist, early detection of delinquent youngsters results in early diagnosis and treatment—thus halting careers in delinquency and crime.

Yet, in Washington today, 13 counties are without regular probation services. Twenty-five counties with regular juvenile probation services are operating with work loads which average three times national standards. The work load of King County officers is the lightest in the state, and theirs has been double the national standards. Individual studies by the Council in nearly half the counties in 1958 revealed that little or no home supervision was being given because of the big work loads, with most of the time being spent on necessary social studies for the court and office supervision.

Compared with a number of more heavily populated states, juvenile courts here commit about one-third more youngsters to the training schools, where the per capita cost is \$4600 for the care and treatment of a girl at Maple Lane School and over \$4700 for a boy at Green Hill School (these per capita costs are in line with those of other states). With many more juvenile court "failures" going to the training schools, Washington taxpayers are paying much higher total costs for "late" institutional care. Adequately developed juvenile probation only costs about \$200 per year for each youngster—one twenty-third (1/23) that of institutional care.

Whereas adult probation officers must meet minimum standards, established by the department, of an AB Degree and one year of casework experience, no such minimum standards exist on a statewide basis for juvenile probation officers.

Nineteen Washington counties today are using the jail for the detention of juveniles. Twelve counties have detention quarters in the courthouse or on a separate floor of the jail but they do not have acceptable activity or treatment programs generally. Only eight regular detention homes exist



throughout the state which have an activity and treatment program more in line with standards.

A modern structure entirely separate from the jail should be provided for those few delinquent youngsters who must be detained pending disposition by a juvenile court. It should not be designed and operated as a children's jail. A highly specialized staff is essential and there should be an activity and treatment program during the detention period which may be a turning point in the child's life. Except in the more populous centers, a regional detention home serving a number of counties is the most appropriate solution.

It is a common occurrence throughout the state to see dependent and neglected children confined with delinquents instead of being provided separate facilities. Shelter care for dependent and neglected children, except in the largest cities, is best provided in foster homes subsidized to be available at all hours. Shelter care in the largest cities should be provided in a facility separate from the detention home.

National standards stress that, on the average, no more than 20 per cent of the youngsters referred to juvenile court need be detained. But in Washington, about 60 per cent of the boys and over 70 per cent of the girls are detained. One of the major factors producing this high rate of detention is the lack of adequate probation staff for an early screening of those who do not require detention and an almost entire lack of adequate followup with counselling and guidance services.

As a result of invitations from juvenile court judges and other officials, the Washington Citizens Council made individual studies in nearly half of the counties to determine juvenile probation and detention problems and needs. A report was given each county with recommendations for action by a citizens committee appointed by the juvenile court judge.

As a result of these studies, the Council strongly recommends that the Division of Children and Youth Services establish and fill at least three positions for juvenile court consultants. They would provide consultation services on a voluntary basis regarding juvenile probation, detention, and court operations. The Division already provides three consultants for law enforcement services.

From its studies, including interviews with superior court judges, prosecuting attorneys, county commissioners, etc., the Council firmly believes that a number of counties are financially unable to develop their own juvenile probation services and, therefore, recommends that the state consider providing:

(a) subsidies to counties desiring their own programs covering 50 per

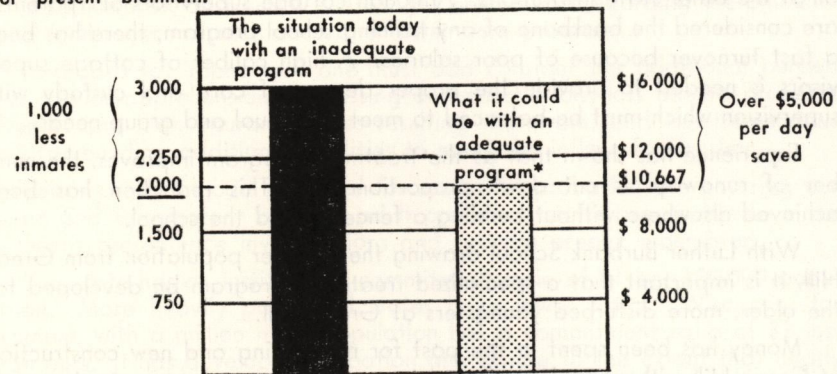
cent of the salaries involved in developing new probation services or increasing probation staff in existing departments; and

(b) juvenile probation services without charge directly to those counties not having services, and not able to set up their own even with a subsidy. The services should be provided through the juvenile parole field counselors who are assigned throughout the state. Appropriations would have to be provided for additional staff for this purpose.

#### WHAT AN ADEQUATE PROGRAM WILL DO

Total daily average inmate population in correctional institutions for present biennium.

Daily cost of maintaining inmates in correctional institutions for present biennium.



\*More adequately developed and better quality probation, parole, and institutional services and facilities will reduce correctional institution populations by one-third within a few years—with long range savings to the taxpayers resulting. Nearly two million dollars per year will be saved on the care and treatment of inmates with an adequate overall correctional program. Initially, all of the monies saved in this manner will have to provide for more probation and parole officers and better treatment services and facilities. Like most prospective business ventures, this system will not pay for itself the first year. In the second or third year it will about break even. Thereafter, it will show a profit.

#### Green Hill School

A more effective treatment-rehabilitation program at Green Hill School for Boys at Chehalis can help salvage some of its "graduates" who end up



in adult crime and are placed on probation or committed to the State Penitentiary or Reformatory. As of April 30, 1958, 24 per cent of the inmates at the State Reformatory on that day had previously been at Green Hill School. This is a 5 per cent increase over the number found there in 1953 when the last study was made.

There is an urgent need for additional caseworkers to counsel youngsters with emotional problems. The pre-vocational program is in great need of development both from the standpoint of staff and facilities. There is a great need for four new cottages to ease the overcrowded dormitories.

Low salaries make it impossible for Green Hill to compete with business and industry in recruiting good personnel—likewise, a symptom common to all of the other state institutions. Although cottage supervisors or "parents" are considered the backbone of any training school program, there has been a fast turnover because of poor salaries. A high caliber of cottage supervisors is needed to provide the proper degree of care and custody with supervision which must be balanced to meet individual and group needs.

Experience has shown that as the treatment program improves, the number of runaways is cut down proportionately. This reduction has been achieved elsewhere without building a fence around the school.

With Luther Burbank School drawing the younger population from Green Hill, it is important that a specialized treatment program be developed for the older, more disturbed youngsters at Green Hill.

Money has been spent in the past for remodeling and new construction at Green Hill without seeking the advice and opinions of recognized experts in the training school field. As a result, the three cottages built in 1949 hinder rather than help the development of the rehabilitation program because of their prison-like structure. Staff time and energy are expended on supervision problems created by the poor facilities at Green Hill School. The Council strongly supports the present practice whereby institution specialists and correctional administrators responsible for operating the facilities are involved in the planning of new buildings from the beginning.

As critical as the foregoing needs are, equally as urgent is the need for community support for Green Hill. High morale cannot be developed when students and staff alike feel rejected. An all-out effort by the administration to develop a better treatment program, and thus lessen irritation of the community will need the full support of the citizenry in order to alleviate any problems which might exist.

## Adult Probation and Parole

Too little use of adult probation services is a major factor causing the people of the State of Washington to support and pay for a prison population at least one-third greater than it need be. The welfare cost of supporting those families of several hundred inmates who might have adjusted better on probation is tremendously high. Such is also the case with probationers committed to prison and parolees returned as violators—both frequently due to inadequate supervision, which in turn results from insufficient staff.

Based on June, 1958 figures, nearly one and a half million dollars is spent each biennium supporting families of incarcerated offenders under the Aid to Dependent Children Program. This is only a part of the welfare cost involved however, as a survey has not yet been made regarding the amounts spent in the general assistance and foster care programs.

In regard to "repeaters" one must also consider the additional burden and cost of apprehension, processing and court trials; loss due to property offenses and high insurance rates resulting therefrom; and the tremendous cost for building additional facilities to meet the influx of offenders.

Persons with a good potential for successful probation are entering our prison and reformatory because adult probation staffs are unable to make sufficient presentence investigations and provide proper supervision.

This state has an institutional commitment ratio of 91 per 100,000 population. More heavily populated states have lower ratios. Wisconsin, for example, with a million more population has a commitment ratio of 32 less than ours. It has developed probation and parole to the extent that nearly twice as many offenders are under supervision in the community than are confined in correctional institutions. In Washington there are only a few hundred more under supervision than in institutions.

Washington taxpayers are paying about \$1350 per year to maintain an inmate in the State Penitentiary and nearly \$2000 at the Reformatory. These amounts do not include the high cost of supporting families of offenders under welfare, etc., outlined above. On the other hand, adequately staffed supervision of a probationer costs about \$200 per year nationally. Because of its limited number of staff, supervision of probationers in Washington costs only \$102 per year.

The average supervision and investigation workload of adult probation and parole officers in this state is over 100—over double that of nationally recognized standards. As a result of having only about half the staff that it should for supervision, too many probationers and parolees continue on



in their careers of crime. Thirty-four per cent of the 815 inmates at the Reformatory on April 30, 1958 had previously been under probation supervision to the state.

Proof that the prison population can be reduced, thereby saving the state money on a long-range basis, was demonstrated during the last six months of 1957. By doubling presentence investigations, increasing use of probation and stepping up parole operations, 291 more probation and

#### SOME PEOPLE ARE HARD TO CONVINCE



parole cases were handled than in the same period of 1956, thus preventing a considerable increase in the population at the State Penitentiary.

We have our choice. We can build oversized, expensive institutions or develop adult probation and parole. Society can be better protected with fewer offenders returning to crime by following the latter approach, and

doubling the adult probation and parole staff. In order for such a program to be developed the legislature must not only provide adequate appropriations for doubling the staff and increasing salaries considerably but enact a merit system which will assure continuity in program development.

Justice of the Peace courts in the State of Washington do not have the official use of presentence investigations and probation services. The far greater majority of offenders in our society pass through the justice courts, and yet they do not have the use of these essential treatment services. This is a major factor producing our large and costly jail populations.

The Board of Prison Terms and Paroles should have authority to grant early discharges from parole supervision on an administrative basis when a parolee has made a satisfactory adjustment. The majority of states do have this power vested in the parole board. Without this law, most offenders making good adjustments are kept under inactive supervision for many years, sometimes as long as 15 years or more because most sentences run that long. The matter of appealing to the Governor for a final discharge is a rather cumbersome process. Most parolees are reluctant to use this process.

#### Juvenile Parole—After Care Services

One of the bright spots in Washington's correctional picture is the field of juvenile parole, but even here much needs to be done.

Washington recently initiated an integrated state after-care service program by having both boys and girls supervised by field counselors working out of district offices of the Division of Children and Youth Services. Girls released from the Maple Lane School were formerly supervised by state child welfare workers in the community—by workers who were overloaded with other cases and could not give adequate supervision.

The workload average of field counselors for boys has been over double that of national standards but authorization recently came through to double the staff and it has been brought closer to meeting workload standards. Because juvenile courts do not provide adequate social studies, field counselors must devote much of their time to making these important social studies at the expense of less supervision for youngsters on parole.

The staff of four counselors for supervision of girls must be increased in order to cover the state effectively. More field counselors for boys will be needed also.



### **Cedar Creek Forestry Camp**

For those boys who can benefit from it, more good can be gained from a small forestry camp like Cedar Creek than from a large facility like Green Hill, and for less money. Let's look at the record:

Youngsters released from Cedar Creek make better adjustments under parole supervision. Many of them return to school to pick up their studies where they left off.

Because of its relatively small size, student relationships with staff members can be fostered to the greatest degree possible, an important means of treatment.

The capital outlay needed to provide for boys at Cedar Creek is considerably less than that required at a regular institution. The Council commends the state for the building of the second forestry camp in the vicinity of Cedar Creek and urges more of this type of open facility as the need demands it.

### **Child Guidance Services**

"There aren't enough of them" was the only criticism of the child guidance clinics throughout the state. The services are in great demand. The Washington Citizens Council is encouraged to see that the diagnostic and treatment services of the clinics are being expanded.

Consideration should be given to providing state aid to local community agencies on a matching fund basis for the development of additional services. They should be supervised by the Division of Children and Youth Services to insure uniformly high standards of service. Full development of local and regional child guidance services will reduce the need for a large central-residential reception and diagnostic center.

Under the child guidance program, professional staff can work with the youngster and his family in their own community. In the majority of cases, this will pave the way for earlier and more effective treatment.

### **Fort Worden, Reception-Diagnostic Center**

This former Army base on the Olympic Peninsula is not suitably located and its facilities are not designed for a permanent diagnostic and reception center. However, economy demands its use for this purpose now.

In the future the reception-diagnostic center should be established in a more centrally located place with better access to related treatment resources and institutions and communities served. Fort Worden should then

be retained as a permanent intermediate treatment institution for both boys and girls.

In the meantime, and until other facilities can be made available for a permanent reception-diagnostic center, the Council supports plans that this center for boys be expanded to include facilities for girls.

### **Maple Lane School**

An early order of business at this, the state's principal correctional facility for girls, must be the replacement of a detention and treatment building which today is little more than a fire-trap, endangering the lives of youngsters.

While the rest of the physical plant is in fairly good condition, a detention and treatment facility for the most disturbed girls who must be kept in a security building is urgently needed to replace this present outmoded building.

School facilities are inadequate and must be expanded to meet minimum requirements.

More cottages are needed to relieve the extremely overcrowded residential units.

Maple Lane School for Girls has established and appears to be maintaining a good program and standards. Sufficient funds must be provided for the school to continue this program. The school capacity, already overreached, should not be expanded.

### **Washington State Penitentiary**

Staff morale and efficiency seem to be better at the Washington State Penitentiary at Walla Walla than they have ever been before, but tremendous strides still remain to be taken before the state's prison meets standards achieved elsewhere.

Forty to 50 additional correctional officers are needed to develop proper supervision of inmates. The inadequate physical plant is improved somewhat, but there still needs to be a lot done in order to meet standards. Three cell houses having only buckets for toilets must be replaced with cell houses having acceptable sanitation facilities.

There is a great need for an improved, expanded hospital set-up. Old, inadequate equipment should be replaced. Professional staff in the psychiatric, psychological and case work-counseling fields should be doubled.

Inmates today are doing much of the teaching, and the educational and



pre-vocational programs are vastly underdeveloped. Qualified outside teachers should be employed.

While a great amount of idleness has been removed as a result of efforts in the 1957 legislature which laid the groundwork for a good industries program, the vocational-work program needs further development, and such will only come about with the full-hearted support of industry and labor. The public must support a variety of industries which can remove the idleness of several hundred inmates, help them develop good work habits, and produce goods for state use which will run little or no competition with labor and industry.

The beginning salary of correctional officers (guards) should be increased to meet competition with the law enforcement agencies—the same holding true of the Reformatory.

Another forestry camp is direly needed for prison inmates. The Washington Citizens Council saw first-hand the prison forestry camp at Yacolt Burn and was told that the accident rate is lower than that in the private logging industry. This program, the Council feels, provides an opportunity for the inmate to develop self-reliance, initiative, and better work habits to condition him to adjust properly in the community and under parole supervision.

While morale and efficiency have risen, even greater improvement could be made for the state prison and all state institutions under a legislatively enacted merit system.

### **Washington State Reformatory**

The Washington State Reformatory at Monroe can be one of the best in the nation with continued development.

The present facilities are fairly adequate, but expanded industrial facilities, a new power house, a field house, and a chapel are needed now to raise the quality of the plant.

High morale was found among members of the staff. The professional staff is fairly adequate. The educational and pre-vocational programs are good. Civilian teachers are on the staff and an accredited program is provided. The in-service training program is well developed and this has resulted in a better treatment climate and improved staff relations.

Studies by the Washington Citizens Council showed that the vocational-work program, just like that at the Penitentiary, is inadequate, particularly for the close custody inmates. Well over a hundred jobs must be created to

remove idleness. The same recommendations set forth for the Penitentiary to overcome idleness must be followed in regard to the Reformatory.

A forestry camp at Clallam Bay on the Olympic Peninsula is operated with inmates from the Reformatory and is sufficient for now to serve all of the inmates who can benefit from this type of treatment.

### **Eastern State Hospital—Security Division**

If members of the Washington Citizens Council had set out merely to collect a list of horrible examples to prove the point that something must be done to improve our correctional facilities, they could have accomplished this by going directly to the Security Division of Eastern State Hospital.

For there, at one facility, are classic examples of buildings erected in 1955 without technical advice, of Washington's present "merit system" in action and of a very inadequate treatment program.

Many steel bars give the Security Division a prison atmosphere. There is no provision for work therapy, no chapel and an inadequate auditorium. Provisions for physical security are poor. Such facilities make it very difficult to develop a good program. The Council strongly supports present plans for a vocational therapy building.

There is little professional staff to carry out a treatment program. The one psychiatrist and principal administrative officer who also was required to give physical examinations, resigned and has since been replaced by a physician. There are no case work counseling or psychological services.

Mainly because of the lack of a true merit-civil service system, the facilities at Eastern State have failed to attract top-level professional people. This has contributed to our state hospitals' losing their accreditation and every effort must be made to bring them back up to standard.

Only one of our three state hospitals has separate facilities for the care and treatment of psychopathic delinquents. It is an unnerving, but not uncommon, sight to see youngsters grouped with adult patients, a practice which the administration is striving to eradicate. Creation and development of separate facilities for psychopathic delinquents has been urged by a number of professional organizations including the Juvenile Delinquency and Institutions Committee, Superior Court Judges Association, and the Department of Institutions is moving forward with plans on this.

### **Jails—A Blight on Justice**

Jail facilities in this state are no better or worse than in most states. Like others, they are devoid of constructive work and recreational programs



or any treatment resources. The result is a "revolving door" for the many offenders who serve life sentences on the installment plan in our city and county jails. Ability to post bail bond rather than individual need for security detention is the criterion for determining who is detained in jail.

Idleness is the biggest problem and practically nothing is being done to correct it in the State of Washington. Regional, officially operated work programs and work-release plans for individual offenders have been adopted in the more progressive jail programs nationally.

There is little segregation between those awaiting trial and those who have been sentenced—between first offenders and hardened criminals—between youngsters and adults—between sex deviates and "normal" inmates—and yet we wonder why they keep coming back.

Alcoholics are constantly entering our jails and being released, only to return, with nothing done in most cases to help prevent their return.

Little headway is being made in professionalizing jail staffs. Until this is done, it cannot be expected that jail programs in the future will be any more effective than in the past.

### **Law Enforcement—A Long Way to Go**

The Council feels that one of the major reasons for only approximately one-quarter of our crimes being solved is the fact that all county and some local law enforcement operations have no merit system and lack professionalization. When one sheriff goes out of office the staff which became more efficient in the latter part of its term also goes out often times to be replaced by inexperienced and unqualified deputies—all serving generally at low pay.

As an example of what progressive steps can be taken to develop effective professional operations, sheriffs' associations in other states have pushed for and developed merit systems for deputy sheriffs in their legislatures. Well-qualified career law-enforcement officers are needed to provide the first bulwark against crime. The public must insist upon and support career law-enforcement operations if it is to expect early detection of at least a majority of our offenders.

### **Juvenile Law Enforcement**

Compared with most other states, Washington can be proud of the status of its juvenile law-enforcement programs. Good statewide service

for program development is provided by three juvenile law-enforcement consultants from the Division of Children and Youth Services. At least one more consultant is needed to provide more adequate service.

The Washington State Juvenile Officers Association is one of the few in the nation and has done a considerable amount of work towards developing professional services.

This does not mean that sufficient juvenile law enforcement exists throughout the entire state. A number of cities need to develop special juvenile bureaus. Many towns and cities of smaller size should have police departments better trained in the handling of juveniles. One indication that improved juvenile police services are needed is the fact that in Washington nearly four times more youngsters are detained than maximum detention standards call for. High rates of detention result from inadequate screening and handling by law enforcement due to either an inadequate number or training of officers, as well as from lack of screening by probation staff.

A youngster's first contact with law enforcement often influences his attitude toward authority for life—hence, the need for proper handling by qualified officers.

### **Research and Statistics Section—Department of Institutions**

Success in planning future programs to meet future needs will depend to a great extent upon research work performed by the Research and Statistics Section.

Today this research information is in danger of being curtailed because of an overworked and undermanned staff. The staff, which services the Department of Institutions and State Board of Prisons Terms and Paroles, as well as informing the public and legislature of the effectiveness of operating programs, must be increased.

### **Other Services**

The Council's scope of operations does not extend into the school guidance, child welfare, mental health fields, etc. At the same time the Council recognizes the important role played by these services in bringing about early detection of problems and heading off family breakdown—jobs which cannot be done with inadequate staffs and facilities.

### **The Public's Role**

It has been said that a community will have as much crime and delinquency as it will tolerate. It has long been proven that a community will



have just as good a correctional program for the study, treatment and control of delinquency and crime as the public wants and supports. Experience has shown that adequately developed correctional programs provide the best protection to society because more offenders are rehabilitated—and at a lower cost to the taxpayer in the long run. These goals will only be accomplished by the **ACTIVE** support and efforts of many individuals and groups in the State of Washington.

The Washington Citizens Council earnestly solicits the help of all citizens in the achievement of the objectives outlined in this report. Anyone wishing to have Council members speak before groups, or having any suggestions or comments to offer, is encouraged to contact the member nearest him, or communicate with the Council at its office in Spokane.

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