Winter 1935

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Recommended Citation

Henry Barrett Chamberlin, Concerning Parole in Illinois, 26 Am. Inst. Crim. L. & Criminology 487 (1935-1936)

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CONCERNING PAROLE IN ILLINOIS

HENRY BARRETT CHAMBERLIN¹

Parole administration is the subject of adverse criticism in almost every state of the union. Much of it has been justified, even though the problem of parole has been misinterpreted and misunderstood. The success of parole administration depends not only upon its administrators, but upon a reasonable and informed public opinion. Prodigious promises and meager performances have been too common. In some states parole administration is a farce. In others it is so interwoven with politics as to be a menace. In a few states conscientious efforts are being made to administer it in the interests of the public welfare.

The time has come to begin a campaign of education so that the public may understand what is being done; to be made acquainted with the fact that parole is a step forward in penology; that it is sound in theory, although in many instances its administration is bad. One of the difficulties has been the secrecy as to method, the political appointment of incompetents and the failure to realize that it is time to break down the traditional attitude of secrecy and give intelligent, constructive general information, keeping in mind that the basic idea is to guard the interests of society rather than cater to the convenience and comfort of the parolee. The changing time compels new objectives in human relationships. We must not cling to preconceptions when new conditions force their abandonment. We must not drug ourselves with ideals in an endeavor to escape realities. We must have tact, patience and human understanding and do some sound social thinking.

New York, Pennsylvania, Massachusetts, New Jersey, California and Illinois have organizations approaching real parole administration but there is still room for improvement in the building of careful and effective agencies of administration. They have all changed and improvised but none has been completely divorced from political favoritism nor established independence and integrity in administration. In a report to Governor Horner of Illinois I have suggested a plan to create a parole board which could not be dominated by poli-

¹Operating Director of the Chicago Crime Commission. President of the American Institute of Criminal Law and Criminology.

ticians and have recommended a coordination of the factors concerned in the administration of criminal justice.

Since this report was handed to Governor Horner he has directed to carrying out of many of the suggestions not requiring legislative action. To enumerate some of them:

A number of parole agents have been added to the staff. The case load of each parole agent, which was approximately 160 parolees, has been revised and in the more delinquent areas the district has been made smaller with case loads of approximately 70 parolees. In the outlying districts a wider area is covered with case loads of about 100. This will bring more intensive supervision and permit agents covering delinquent areas in metropolitan Chicago to devote more time and effort to the men in their care.

Parole agents are required to attend school and given instruction in social case work, methods of supervision, investigation of employment of parolees, sponsor, home and related matters. Agents have improved in alertness and the efficiency of the staff is increasing. As a result the percentage of subterfuge in jobs has been appreciably lowered. The percentage of parole failures during the past six months is smaller.

New forms have been prepared for the signatures of employer and sponsor. These are now in affidavit form and all parole agents and investigators have been made notaries public enabling them to administer the oath to the affiants signing these new forms.

A new card index system has been established which bears the signatures of the employer and sponsor. This will tend to eliminate any organized effort on the part of persons interested in the exploitation of men on parole. It also permits comparison of signatures on monthly reports submitted by parolees thus minimizing forgeries.

The city of Chicago has been divided into two zones, each under the jurisdiction of a supervising parole agent directing the activities of the agents assigned to him. This relieves the superintendent of much detail and establishes a closer liaison between the general office and the agent. The downstate area is to be divided into two zones. There should be at least six if the territory is to be competently supervised.

The "tightening-up" of investigation has resulted in the rejection of numerous jobs, but has brought about a condition within the penal institutions known as the "hang-over group." This group is made up of men who were paroled as of a certain date but were unable to comply with statutory requirements as to job, sponsor and home.

Within the penal institutions are men who have been given a definite setting which would automatically bring about their release on parole as of a certain date, provided, of course, they met the statutory requirements. A list is compiled each month showing these cases. This is known as the "out list." Heretofore this "out list" was furnished the division of supervision as of the current month. Because of the work entailed in investigations and a number of rejections, a group of these men was detained within the institution beyond the date of their parole setting. In order to overcome this situation a system has been introduced whereby the "out list" now reaches the division of supervision ninety days in advance of the parole setting. This permits a more intensive investigation and affords the persons interested in the inmate, in the event of rejection, to obtain other employment for him. This has considerably reduced the "hang-over" group in the institutions.

Before March 1 of this year, the mental health reports made by the staff at the diagnostic depot, as well as the record of the inmate's previous work experience, did not come to the office of the superintendent of supervision with the inmate's application for parole. As a consequence the supervision division was without adequate information concerning the inmate. This has been rectified and the information is now at hand in time to be of use.

A vocational education school has been established at Pontiac. It is hoped that this school will fit inmates for various types of employment when released. At Pontiac are housed youthful criminals from seventeen to about twenty-three years of age. They have had little or no work experience. Attendance at the school will fit them for a job when paroled, create a new interest and eliminate idleness at the institution.

The state civil service commission has raised the minimum age limit for parole agents from twenty-one to twenty-five. It is hoped that the present requirements may be raised before the next examination. A certified list has been posted and several new agents have been appointed from the list, but unfortunately the political system of appointment is still evident and a number of men have been added to the staff whose names are not on the civil service list.

For the purpose of giving legal advice to the men under supervision and caring for essential matters connected with parole administration two attorneys have been added to the staff.

Criticism in my report regarding the approval by the parole officer in the institution of out of state paroles has been met by the system

which is now in effect that all out of state paroles are approved by the parole board as heretofore, but the investigation for final release is now approved by the superintendent or his assistant in the division of supervision.

Since the submission of the report to the governor further investigation disclosed that the inmate was interviewed by persons from various divisions of the Department of Public Welfare. Each division retained the information in its own files with the result that there was a lack of coordination between the divisions in passing on the information. A plan is now being devised whereby the inmate will be interviewed upon his receipt at the institution; a comprehensive record will be made somewhat similar to a service record book in the military and naval branches of the government; this book will not be the property of any one division, but will follow the inmate wherever he is transferred; upon release on parole it will be forwarded to the division of supervision which will give that office a complete history of the individual's record before incarceration and during the period of his confinement.

Parole agents are now making more intelligent reports. Most of the files in the division of supervision contain a running story concerning the activities of the parolee, his associates, his work record and other data pertinent to refitting him into society. The agents are doing more night work in an effort to get a comprehensive picture of the activities of parolees after dark as well as the hour they are required to be at home. In this connection the supervising parole officer works closely with the field parole agent in covering areas under his jurisdiction. This has never before been attempted in a systematic manner. It appears to be bringing good results.

A plan is being devised for the purpose of gathering material for basic studies of success and failure on parole; mental and physical types of individuals; color; location; number, character and causes of violations. A large map of Cook and adjoining counties is being used with a marking system which eventually will furnish valuable information in the study of parole.

The report, which was dated January 9, 1935, and addressed to Governor Henry Horner of Illinois, follows:

To: Governor Henry Horner, Springfield, Illinois:

SUBJECT: PAROLE

Under date of November 1, 1934, you wrote to me concerning the parole system, saying among other things, "I am asking you to

survey the functioning of our system of parole and at the earliest possible time report to me the result of your investigation together with such recommendations as to you may appear desirable." It was also stated that there were no funds available for this work and that it must necessarily be a gratuitous service.

Under date of November 3, I replied that I could not undertake an intensive study of the parole system as it would require more time and money than I could command, but that I would submit a general observation with a few specific instances by way of illustration and a suggestion as to a set-up for your consideration.

I realize that I was asked to make this report because of my connection with and access to the invaluable data of the Chicago Crime Commission which for sixteen years has been familiar with parole work in this state, closely observing its operation in Chicago and Cook County. Its records are voluminous, its criticisms, both adverse and commendatory, have been given publicity and its position is understood by those interested in the problem.

It should be clearly understood that this is a personal report and not an official pronouncement of the Chicago Crime Commission. The factual statements in this writing are accurate. The findings are truthful, but the conclusions and recommendations are mine and for them I am personally responsible.

Parole is a controversial question. There is much lacking in its operation in every state where it is in effect. Its proponents have been extravagant in their claims, while its antagonists have seized upon specific instances as typical and on them based their generalization that the entire theory of parole is wrong. Somewhere between these views will be found a solution.

Purpose and Extent of This Observation.

The purpose of this study is to ascertain, if possible, in the short time permitted, whether or not the theory of parole is sound; whether administration is adequate; whether existing laws are sufficiently comprehensive to insure the desired results; and to suggest a plan of practical operation, which would necessarily comprehend the method of selecting Parole Board personnel; the administration of the section assigned to supervision and the coordination of all factors essential to success.

The scope of this inquiry has been obviously curtailed owing to the limitation of time and the lack of funds. For these reasons there is no pretense that this is an intensive survey, however, it is

not entirely cursory because the data accumulated by the Chicago Crime Commission over a period of sixteen years has been available; all phases of the work have been observed and the advice of persons eminently qualified in this work has been sought, received and given careful consideration. Also the adverse criticisms of the antagonists of parole have been invited, weighed and adjudged.

Argument.

Parole is sound in principle. It is a progressive step in the science of penology. It is a human step in the science of sociology. It is the antithesis of punishment for revenge.

Despite faults in administration, the factual record discloses that it has contributed more toward social security than the stated sentence which antedated it in penology. Its opponents recognize it as sound in philosophy, most of the adverse criticism coming because of errors in practical application of its principles by those charged with its superintendence. When the history of penology is studied it is difficult to understand why intelligent people should prefer the stated sentence to parole. The prisoner must be released some time. If not on parole, with at least some supervision, some friendliness, some counsel, some helpfulness, with an obligation on his part, however slight, to keep straight for his own good, then as a free, embittered, unrestrained criminal, society his enemy and his hand raised against everyone. He has paid in full. He has squared his account. He owes society nothing. He has paid the price of his crime. If he can commit further crimes and escape detection he contemplates his activities with satisfaction. He is utterly beyond regenerative influence.

With the paroled prisoner the situation is different. If the parole authorities have given his case intelligent consideration the chances are that he has a moral receptivity, a sense of responsibility and gratitude, and under adequate supervision will be a good risk as a parolee. Of course, there will be failures. There have been many failures. There will still be many more failures. Some of these failures have been conspicuous and shocking. These attract public attention. The notable failures attracting attention have a tendency to throw the parole machinery out of gear. No one seems to care about the successful cases. It is the fellow who commits crime while on parole who gets attention. The situation is accentuated because good parole supervision throws a protecting cloak over the successful parolee, shielding him from publicity which might destroy his chances to make good. It is difficult to publicize parole success, but it should be

attempted and the public informed. Heretofore there has been too much mystery. The proponents of parole have failed to generalize on the success of the system, while its antagonists have generalized on specific instances asserting that these are typical, thus poisoning the public mind against its worthiness. It is unfortunately the fact that in parole nothing fails like failure.

"The question may well be raised as to what is success," said the American Prison Association as far back as 1923. "Is it a distinctive, discernible thing which must be realized in fullness or not at all, or is it only a relative thing varying in the individual and recognizable only in connection with certain circumstances? It is, of course, relative. Take the great variety of criminals to be paroled and you will see that success is not a thing that can be stamped on all of them with mechanical precision and uniformity. The ideal success to be sure is the case in which the paroled man never again commits crime. All other successes are gratifying in the degree with which they approach the ideal."

From the beginning of the time when parole became recognized as a part of the penological system, parole boards and the wisdom of parole have been questioned. The parole authority has always worked under suspicion in the face of prejudice. There is a reason for this attitude on the part of the public. Penalties are inflicted upon those convicted of crime. Why? Some say to avenge the wrong that they committed against society. Some say that it is to deter others. Some say it is for the purpose of segregating those with criminal tendencies in order to reform and rehabilitate them. Most ignore emotional factors which we like to believe do not exist. But the fact is we do want to punish those who have offended us. We do want to be revenged. It is a human attribute. It has always been so and it probably will be so unless human nature undergoes a change which is not to be expected in the near future.

The social conscience of our time is in harmony with this. We look to the judge to impose a just sentence. We expect the prison warden to hold the convict safe until he is properly set free according to law. In all of this we do not demand too much. Sometimes we find fault with a judge or a warden, but we do not damn the judicial and penal systems. We accept an occasional injustice or administrative mistake as a manifestation of the error to which humankind is heir. But when it comes to a parole board we are shocked if it uses an imperfect human judgment in examining men's fitness for freedom. The parole official has no business to make a mistake.

He should be clairvoyant, omniscient. He knows that the judge and warden have performed their duty. They have satisfied a public desire. They have safeguarded the community from the criminal. He, the parole official, releases the prisoner and reopens the risk to the public.

There are five major methods of punishment. Death, enslavement, life imprisonment, incarceration for a definite term, and confinement for a period, with a part of the sentence to be served outside the prison under supervision—in other words parole. The success of the parole method is determined by the character, equipment and conduct of parole officials. They must be intelligent, honest and fearless. If they are lacking in these qualities parole is not a success. They must be competent to match wits with the persuasive pleaders for parole. They should have a trained understanding of the criminal and award parole only on the merits of the case, uninfluenced by coercive threats of those who possess political power. They ought to realize that there are some who should never enter a cell and some who should never be set at liberty.

Punishment should not be standardized. It should be individualized. The law in Illinois says, in effect, that the punishment should fit the crime. This is archaic and absurd. The punishment should fit the criminal. This is modern, human, scientific. The incurable drunkard who repeatedly beats his wife, the weak person who cannot learn the difference between mine and thine, may be just as unfit for freedom as the murderer or professional gangster. It will be the business of the parole expert of the future to determine who must remain behind prison walls for a long time or forever.

It may be far in the future, but the time will come when penal administration will be as scientific as hospitalization. When the public mind will accept and the people advocate the absolutely indeterminate sentence. When men will be sent to prison to stay as long as it is good for them to stay and as long as it is necessary for them to be kept. When the sentimentalist will give way to the scientist; when "sobstuff" will fail; when human beings will not be treated with mechanical precision and uniformity, but with understanding, and when the rights of the law-abiding will not be forgotten.

Because some men in the administration of parole laws have failed or have abused their trust is no reason for condemning parole. It is like freedom of speech and the liberty of the press. Abuse of these rights does not justify destroying them. They are essential to a free people.

Observations.

In your letter requesting this report you stated that "Every record of the Department of Public Welfare will be open to you. Should you visit any or all of the state institutions you will be received as my personal representative and accorded complete cooperation." It is only proper to state here that the letter and spirit of this agreement have been faithfully kept and that complete cooperation has been given. Visits were made to the branches of the Illinois State Penitentiary at Joliet, Stateville and Pontiac. The diagnostic depot at Joliet was observed, considerable time was spent in the Department of Supervision at Springfield and Chicago. Every parole agent, male and female, assigned to District No. 1 (Metropolitan Chicago and contiguous counties) and many assigned to the seventeen downstate districts were interviewed; conversations were had with the Director of Public Welfare, the Chairman of the Parole Board, the Superintendent of the Division of Supervision and his assistants, both in Chicago and Springfield; an observation was had of a meeting of a subcommittee of the Parole Board at Joliet; the Warden at Joliet and Stateville and the Superintendent at Pontiac were consulted; a number of parolees were interviewed and also some former convicts who had been discharged from parole supervision. Altogether the study has furnished an illuminating picture of the parole system in Illinois. As a result of these inquiries, observations and conversations, together with the examination of a vast number of data from the files of the Chicago Crime Commission and discussions with individuals not officially connected with the Department of Public Welfare, but sincerely concerned in the successful and practical operation of the parole law, is the following:

Parole Board.

1.—In considering the appointment of members of the Board of Pardons and Paroles there should be an elimination of the racial, fraternal, religious and political elements. Human mercy should not be emphasized by political appointees, inexperienced and unfamiliar with the type of work for which they are appointed. These factors have always been predominant in this particular department of state government and ordinarily when an administration changes, the Parole Board changes and another new group of inexperienced men is appointed to deal with the unfortunates incarcerated in the penal institutions.

2.—Members of the Parole Board are devoting, on an average, two weeks of each month to Parole Board work. The Chairman gives his entire time. The very exacting duties require full time, almost continuous presence in the institution and much more consideration to each individual case. There seems to be no reason why in this most important work, persons charged with its responsibility should give but a portion of their time, while other servants of the state with less responsibility should be required to devote all of their time and energies to their tasks.

3.—If the present system is to continue it is suggested that the Parole Board request the Department of Public Welfare to invoke the power that rests therein under the Penitentiary Act of 1933 to set up new rules governing good time allowed on determinate and indeterminate sentences. The old statutory good time regulations are still in effect and this permits an inmate entering an institution to be presented immediately with a reduction of time. Many persons should not be released on parole, but automatically are discharged from the institution when they have served the maximum sentence less their good time allowance, under the old statutory regulations still in effect. The Parole Board is without power to supervise the inmate or require him to serve the maximum time. It should have power to use its discretion, based upon the inmate's institutional record, as to whether he should receive the good time allowance or serve the maximum term of his sentence.

4.—Closer coordination is suggested between the Parole Board and the Division of Supervision if the present status is to be maintained. This would be accomplished if recommendations hereinafter suggested are accepted.

5.—Assuming again that the present status is to be maintained, it is suggested that the Parole Board, either of its own initiative or through the Department of Public Welfare, take steps to coordinate the departments of the state for the purpose of obtaining complete and adequate information that will be helpful in considering the eligibility of the person to be placed on parole.

6.—It is also suggested that the Parole Board make a survey of the cases of inmates in the penitentiary who have had a longer setting than that which is now being given to inmates under the same set of circumstances so that if the case warrants reconsideration it could be given—this in the interest of equal justice to all as well as to build up the morale of the penal institutions.

7.—Inquiry discloses much subterfuge in parole applications re-

quiring sponsor and employer, this subterfuge in some cases being as high as forty per cent in white and sixty per cent in colored people. It is suggested that the Parole Board take steps to eliminate this practice and require a stricter compliance with the regulations. When an inmate is released on parole and returned to society with no gainful occupation the chances for failure on parole are greater than if he had a permanent job. The purpose of this requirement of sponsor and employer is destroyed when the Parole Board permits such practices to exist and turns men into communities with idle hands and idle minds. The two main objects of parole are rehabilitation of the inmate and the protection of society. By providing the inmate with a job when he is released there is more assurance of a higher percentage of success and a greater protection to society. It is realized that for the past four years there has been an abnormal employment situation which makes it extremely difficult to obtain jobs for inmates of penitentiaries but, it is believed, that a stricter compliance with parole regulations should be preserved. In such an essential and important matter the attention of the Parole Board and the Division of Supervision should be concentrated to overcome this evil.

8.—It is estimated, based upon information obtained from parole agents throughout the State, that not more than twenty-five per cent of the number of parolees in this state are actually working at steady jobs. Investigation further disclosed that jobs that were waiting for the inmates when they were released on parole, and as verified by the prospective employer in the parole application, were of short duration. Such a situation arouses the suspicion that there is collusion in this regard. It is suggested that the Parole Board take steps to have enacted legislation that will make it a misdemeanor or a felony for employers or sponsors to make false statements in parole applications. It is further suggested that in cases where this condition is found that the parolee be returned to the institution until such time as a proper sponsor or employer is obtained.

9.—It was found after a study of the statistics on penal population that an increase of approximately twenty-eight per cent occurred from 1930 to 1934 and that paroles increased during the same period about five per cent. It is suggested that the Parole Board should not consider the population of the penal institutions when parole is discussed. In other words, the overcrowded conditions in the penal institutions should not influence the Parole Board.

10.—Despite the fact that it has been a subject of controversy

for many years it is again suggested that the Board of Pardons and Paroles be empowered to issue subpoenas and administer oaths to witnesses and that all testimony before the Board be under oath. Any documents submitted should be in affidavit form. This is altogether too important a work to have the Parole Board influenced by a mass of unsworn testimony without any redress against the individual who might be guilty of falsely advising the Board in important matters. This would protect the public as well as the members of the Board.

11.—An observance of the work of a subcommittee leads to the belief that expediency is the keynote of the hearings with little thought being given to the psychological effect that rush and haste may have on the minds of inmates. It is suggested that more time be devoted to each case and permission granted the inmate to tell all of his troubles. This might have a salutary effect upon the attitude of the inmate, not only as an inmate but when released on parole. It would have a tendency to eliminate feelings of animosity or hatred. In suggesting this, not only the welfare of the inmate is considered. The security of society is also involved.

12.—It is suggested that in determinate sentences the inmate should be considered for parole so that proper supervision might be given him at least six months before he serves the maximum term of this sentence.

Actuary Department.

1.—An observation of the work of the Actuary Department which is under the direct supervision of the Parole Board, was had and it was found that the Burgess Table of 21 Factors is being used as a basis to prognosticate the probability of a successful parole. A study of these Factors, as well as the inadequate and insufficient information upon which the favorable and unfavorable significants are made, leads to the belief that the work of this department, although correct in theory, is not sound from a practical standpoint for the following reasons:

- (1) Insufficient information.
- (2) Insufficient factors.

2.—While the system now in force is unquestionably a progressive step it is not sufficiently progressive to meet the purpose for which it was inaugurated. The Table of Factors should be considerably expanded. It is obviously illogical to attempt to arrive at a logical conclusion based on illogical premises. In studying this phase,

Professor Ernest W. Burgess, of the Sociological Department of the University of Chicago, was consulted. Professor Burgess is one of the recognized authorities, is the Acting Chairman of the Committee on Pardons, Paroles and Institutions of the Chicago Crime Commission, was one of the three scientists invited to make a study of the operation in Illinois of the indeterminate sentence and of parole in 1927. His continuing activity in research and study of behavioristic tendencies has won for him wide recognition as a competent authority and he is one of the nation's outstanding sociologists.

3.—Several conversations were had with Dr. Burgess and he is now engaged in expanding the Table of Factors to include a greater number in order to make it more comprehensive. Dr. Burgess is in accord with the recommendations (hereinafter made) that an intensive survey be undertaken of the factors determining success or failure on parole and also a general survey (also hereinafter recommended) covering probation, parole and penological systems in Illinois.

4.—Conversations were also had with Ferris F. Laune, head Actuary at Joliet and Stateville Branches of the Illinois Penitentiary and Courtlandt C. Van Vechten, Actuary at the Pontiac Branch of the Penitentiary. Numerous prognoses were examined. It was learned that information concerning the sociological background of the inmates was accepted without corroboration of its accuracy. This would have a tendency to form an erroneous base on which prognostication is made.

Division of Supervision.

1.—Supervision of a prisoner after release on parole from the Penitentiary is the most important part of the rehabilitation scheme because it not only affects the prisoner's future, but the interests of society and the suggestions as to this phase of the study must necessarily be of considerable length. Too much stress cannot be placed upon the necessity for adequate after-care. The primary object of supervision is the restoration of the offender to society as participating and law-abiding, as personally happy and socially useful as possible. Competent supervision involves two main aspects:

- (a) The personal guidance and influence over the offender by the officer, and
- (b) The use of social agencies and community forces in the interests of the offender's rehabilitation and the welfare of his family.

2.—The superintendent of the Division of Supervision should be a man of wide experience in handling men, possessed of a good edu-

cation, with sufficient poise and dignity to command the respect of the parolees and his staff of agents, together with a keen judgment which is necessary to decide the many complex problems that come before him in his work. The superintendent also must be capable of administering the Department, which covers the State of Illinois.

3.—Personnel of a high order is necessary to carry out these tasks. A parole officer should be skilled in social case work, with a knowledge of ways influencing human behavior and a personality giving him a ready facility in the use of such knowledge. He should have a good education, good habits and qualities of firmness. His superiors should be persons professionally trained in social case work. The staff should be large enough to insure competent supervision. Throughout the organization there should be developed a strong esprit de corps similar to that found in high honor societies or organizations, and politics should play no part in the selection of personnel.

4.—There are not enough parole agents in Illinois. At present some of the agents are covering territory of approximately 450 square miles over all sorts of roads and in all sorts of weather, with case loads as high as 150 parolees and yet they are expected to visit each parolee every thirty days, seeing the sponsor and employer and making an investigation in the neighborhood in which the parolee resides. It stands to reason that proper supervision cannot be given to that number of parolees when an agent is obliged to cover that size territory. It is suggested that the staff of agents be enlarged, with smaller territories assigned for the purpose of making supervision more concentrated and intensive. This would enable the agents to have a closer contact with each parolee. In the present situation, outside of District No. 1, there are ninety-six counties to be covered by seventeen agents or approximately six counties to each agent.

5.—After questioning all of the agents and investigators in District No. 1 and several from downstate districts, it appears that the main qualification for the position of field parole agent has been political connection. To illustrate—twenty-two male agents and investigators of District No. 1 were interviewed. But seven were under Civil Service. Of the fifteen not under Civil Service, ten were precinct captains in various wards throughout the City of Chicago and in other counties of the District. Others were sponsored by influential men in the Democratic Party. Many of these have held minor political jobs in the City of Chicago, but have had no experience whatsoever with the work to which they are assigned. The minimum age of this group is thirty years, and the maximum over seventy

years. About fifty per cent had some high school training. Three of the twenty-two had some scholastic training in college. Two held college degrees. Downstate agents were interviewed with a result similar to those outlined above. Several held the office of precinct committeeman. It is suggested that the position of parole agent be filled from the Civil Service list instead of selecting men because of their political affiliations. The records of the office are silent as to the antecedents, experience or qualifications of these agents. It is suggested that a complete employment record be kept of all employees in this division.

6.—Agents' reports relative to their visits with parolees, sponsors and employers were found to be entirely too brief. They did not contain sufficient information to give the superintendent a picture of the individual subject nor of his progress on parole. Agents should not be obliged to write lengthy memoranda of their visits but something approximating a comprehensive, intelligent report should be made in each case. The practice seems to be a report consisting of about the following: "Visited John Doe today, working, getting along fine." A report of this nature is worthless. The report should contain information relative to the kind of work the parolee is doing, how much money he is earning, his home environment, his activities after work, his associations, and other pertinent matter that would be informative. It is further suggested that executive authority check on the information to determine if it is true.

7.—The observations of this particular phase of the study indicate the weakness of the system. At present the state is divided into eighteen parole districts. District No. 1 includes the Chicago Metropolitan area which covers Cook, McHenry, Lake, Kane and DuPage counties, with headquarters at Chicago under the immediate direction of the Superintendent and his assistant. The other seventeen districts cover the rest of the State with headquarters in Springfield under the direction of an Assistant Superintendent.

8.—In District No. 1 the Superintendent has a small enough territory to supervise personally the agents' activities, but it is doubtful whether the Assistant Superintendent in Springfield has sufficient contact with the other seventeen agents in the State. At present there is little or no supervision over the so-called downstate agents and as a result they are practically little monarchs within their own districts.

9.—It is suggested that the State of Illinois be divided into six or eight districts as nearly equal as the geographic dimensions of the

State will permit, to be called divisions, and to be headed by a man known as Supervisor, who could check on the activity of the parole agents in his division. These supervisors should be under the direction of an assistant superintendent, who in turn would report to the superintendent.

10.—Under the present system when a parole agent has to return a violator to an institution he is obliged to leave his district for three or four days depending upon how far he has to travel. His parolees are then without supervision. Unnecessary expense is incurred in traveling, as many trips are made that should be consolidated by proper coordination. Under the suggested plan, coordination could be effected so that return of prisoners could be arranged on certain days and a liaison established among the supervisors for the movement of prisoners to the institutions. This would permit the agent to continue his activities in his district as well as eliminate considerable of the traveling expense. The additional expense of the supervisor would be offset by the saving. Other duties could be performed by the supervisors, such as making investigations in the territory which are now made by investigators. The supervisors further could make the pre-parole investigations which are now made by parole agents. The supervisors also would be charged with the duty of finding additional jobs for the parolees who have lost their original positions. This plan would concentrate the supervision into smaller units thereby giving better results. It is suggested that the salary of each supervisor in a division be more than that of parole agent so that a parole agent would have an opportunity for advancement to a higher position. Such advancement should result from promotional examination.

11.—Under the suggested set-up the Assistant Superintendent at Springfield will be able to give adequate supervision to his agents. At present he has little direct contact with them other than by correspondence or an occasional individual visit. It was learned that in the course of the last twenty-one months there were only two general meetings at Springfield of all the agents in the downstate districts. It appears difficult if not impossible to direct and guide parole agents with such casual contact.

12.—Two days observations of the office of the Superintendent of Supervision, leads to the belief that to him are assigned many details which could be disposed of by a subordinate, leaving him free for the major problems of supervision.

13.—Another suggestion for the office of the Superintendent of

Supervision was immediately adopted. Examination of the files of parolees in the office disclosed that there was a lack of information which would enable an observer to get a complete picture of the situation. The only things the file of each parolee contained were a report of the Mental Health Officer, an institutional report, and carbon copies of correspondence between the parole agent and the Superintendent with reference to violation of parole. It was suggested that a jacket similar to the one in use by the Parole Board be used and that in each should be a complete history of the man, the Mental Health Officer's Report, all correspondence, all visitation reports made by the agent, of the sponsor and the employer, and a card which could be used for memoranda in order that a summary be placed thereon and a quick check-up on the file and contents made by any observer. In the past everything seems to have been kept under the agent's hat, or his report sent to the institution and placed in the jacket at that place where it was of no use in the Chicago territory. If something of an emergency nature arose in District No. 1, the supervising officer would know little or nothing about the case other than what could be told him by some agent who might not be available as all jackets were at Springfield, 185 miles away. Other minor suggestions of this type were made and adopted, which need not be mentioned here.

14.—Under the present system when an application for parole is made and the sponsor and employer are named, it is sent to the parole agent for an investigation and recommendations. The application is then returned in all downstate counties to the parole officer at the institution, who decides whether or not the application should be accepted. In District No. 1 all applications are either approved or disapproved by the Superintendent. It is suggested that the parole officers at the institutions be relieved of the responsibility of passing upon the acceptability of applications. It is not a matter to be placed in the hands of these individuals. The morale of inmates must be affected if they should conclude that the parole officer at the institution is designedly or otherwise preventing them from being released on parole.

15.—It is suggested that this particular work be delegated to Assistant Superintendents, one in Springfield and one in Chicago. The approval of these applications should be taken out of the institutions entirely.

16.—From downstate agents it was learned that some are breaking the rule of sponsor and employer by recommending that an ap-

plication for parole be approved even though the agent knows that the employer named is unable to furnish a job where the agent believes the family is in a position to house and care for the applicant. It is suggested that any variation of the rule be made the direct responsibility of the Superintendent. The observation based on questioning agents throughout the State indicates that only twenty-five per cent of the parolees are employed in steady jobs. The other seventy-five per cent are entirely without a position or doing casual work. Successful paroles cannot be made with only twenty-five per cent of the number of parolees steadily employed. This is further proof that the regulations should be enforced.

17.—In administering the Division of Supervision, particularly in Chicago, many matters arise requiring legal opinions. There should be counsel assigned to this office. When it was suggested that the Attorney General might provide this assistance the Superintendent replied that he had tried it without success. An Assistant Attorney General should be assigned or the Superintendent be empowered to employ an attorney to handle the legal business of his office.

18.—It was observed that the various phases of this work were handicapped by lack of sufficient money. Sufficient money should be appropriated to provide adequately for traveling expenses. In the last biennium traveling expenses were cut approximately fifty per cent. Good supervision of parole is impossible where agents are obliged to neglect various essential duties for lack of funds. The same number of miles still exist in the State of Illinois, with the parolees as widely scattered as existed in prior biennium. The biennium prior to the one under observation carried an appropriation of \$571,000.00 and the current biennium \$367,000.00, a reduction of \$204,000.00. This, despite the fact that there are more parolees to be serviced at the present time and with the same number of miles to be traveled. Yet this department is expected to rehabilitate ex-convicts and fit them again into society. It cannot be done. Against the traveling allowance is also charged the return of prisoners by agents to the institutions from which they were paroled as well as the return to feeble-minded institutions of escaped inmates, tasks which the Division of Supervision performs although not a part of its work. Such travel expense should be properly charged to some contingent fund or the proper section in the Department of Public Welfare.

19.—Commendation is due the Superintendent for the forward step that he has taken in preparing a booklet, "A New Day and How to Make it," which includes all the rules for parolees and instruc-

tions for the inmates prior to their release on parole. Nothing of this sort has been attempted in Illinois prior to this time. Heretofore everybody expected the inmate to come out on parole and know all about the rules and regulations; then the inmate was criticized when he committed some violation. This booklet is at present given to inmates who are expected to be released within a period of three or four months. It would be better if it were provided thirty days after the reception of the inmate in the correctional institution.

20.—Another innovation warranting commendatory notice is the inauguration by the Superintendent of bi-weekly meetings of parole agents at which some outstanding person in the field of criminology, sociology or psychology makes a talk to the agents. The ideal method would be to have a school of instruction for all applicants for field parole agents, but inasmuch as it does not appear to be feasible at this time the nearest approach is the practice which the Superintendent is now following.

21.—It is suggested that this Division keep statistics concerning its work with reference to successful parolees, partially successful parolees and failures, with a further division into reformatories and prisons. If it is feasible to provide sufficient money, a more thorough statistical record should be kept with a view to providing basic material for studies of supervision work. No such records are now kept and it is believed that this could be done without great additional expense.

22.—Observation and inquiry fail to disclose adequate provision for following violators and returning them to custodial care. This appears to be largely a matter of indifference entirely dependent upon the personal initiative of agents already burdened with such case loads that they cannot perform that task adequately.

23.—There appears to be no record of sponsors or employers. One should be maintained in order that information may be at hand concerning those who agree to sponsor or employ the parolees. It would also serve to disclose whether or not there is in operation a ring of professional sponsors and employers. This would be particularly desirable because there is a suspicion that certain people are interested only in obtaining the release of convicts and not at all concerned with their rehabilitation and future conduct in society.

24.—Some method should be adopted, preferably by statute, to provide for the punishment of any person or persons attempting or succeeding in exploiting parolees. This should be broad enough to

include persons guilty of collusion in obtaining paroles or agreeing to obtain paroles upon the payment of moneys.

Civil Service.

1.—The State Civil Service Law as set forth in Chapter 126-A, of Cahill's Illinois Revised Statutes, governs the employment of state employees under a Civil Service Commission. The job of Field Parole Agent comes under the Civil Service Commission of the State of Illinois and examinations are periodically held for this position. On March 4, 1934, an examination notice was posted by the Civil Service Commission for various positions, among which were Field Parole Agent. The salary was given as from \$150.00 to \$208.33 per month. The minimum required age was twenty-one years. The age limit is too low. It should be at least thirty years. It is incongruous to think that a twenty-one year old youth is competent to supervise criminals of greater age and experience.

2.—The requirements as specified in the notice enumerated the following: Good physical condition, education equivalent to two years high school, knowledge of Illinois Parole Law, ability to exercise judgment and discretion. A higher standard should be set. The first requirement is correct; the second, with reference to educational qualifications, should be raised to a high school education or its equivalent, but preferably to men with college training who might be versed in the subject of sociology and other kindred subjects, or those with legal training. A further requirement might be set up—experience in investigation work.

3.—There might be a division of the staff of parole officers into two sections:

- (a) Men who have training, experience and aptitude in dealing with men on a personal basis, particularly in assisting them in making adjustments in work and in recreation.
- (b) Men who could make good detectives and equipped to learn whether or not paroled men are observing the conditions of parole.

4.—The State Civil Service Commission assures certified employes a definite tenure but it is without any provision for a retirement fund. It is suggested that this feature be added to the present Civil Service Law.

5.—It is essential that employees of the Department of Supervision not only be Civil Service employees, but that their reputation

and previous record be thoroughly examined and a complete check-up with all available agencies be made to determine whether or not they have been guilty of a violation of any of the criminal statutes.

Penal Institutions.

1.—A cursory observation of the penal institutions of Illinois discloses an alarming situation. Various branches of the Illinois State Penitentiary are overcrowded. In order to adopt a proper program of classification and segregation it would be necessary to erect another branch of the penitentiary. Segregation is essential in the work of rehabilitation.

2.—Approximately two-thirds of the inmates of the penal institutions are without employment and without proper educational and vocational training. It is understood that a program is being devised for vocational training of the youthful offenders at the Pontiac branch of the penitentiary. So far as is known no vocational or educational plans have been officially instituted in the Joliet, Stateville and Menard branches. The few jobs that were in operation were overmanned. The work could have been done by half the number of inmates assigned to the task. This is probably excusable, on the ground that an attempt is being made to furnish work for as many inmates as possible.

3.—The efforts of men trained in penology should be directed toward a program inside the penal institutions having for its purpose the mental readjustment of inmates. The life of the inmate within the walls has more to do with a successful parole than the influence brought to bear upon him by any parole agent after he is released.

4.—The parole system, theoretically, can do much in our institutions, providing the Parole Law is properly and intelligently administered. It is suggested that a member of the Parole Board devote much of his time at an institution where his office will be open daily for conferences with the inmates of that institution for the purpose of hearing their troubles so as to assist in solving them. There is a psychological value in having a member of the Parole Board functioning in this respect rather than the warden, because a large majority of the inmates look upon the warden as a symbol of their present trouble and as a stern, disciplinary officer. With the Parole Board member a different psychological aspect is developed on the part of the inmate as he views this person as one who might be instrumental in obtaining his release.

5.—Another phase of this work is in connection with the inmates

who have received long settings from the Parole Board and those who are practically buried within the walls on long determinate sentences, who have little or nothing to look forward to in the way of parole. Some contact should be established with these for the purpose of keeping up their morale.

6.—Considerable money is being expended on diagnostic depots for ascertaining something of the types of men who are being incarcerated, with a view toward proper segregation. With the crowded condition of the institutions it is impossible to follow the recommendations of the mental health officer. The work for which money is being expended is almost entirely nullified by the inability of the institutional group adequately to take care of the segregation program.

7.—It is suggested that convict labor in the offices of the penitentiary be eliminated in all departments where some degree of secrecy is to be maintained, with particular reference to those departments concerned with the interest of inmates. Much information that is of a confidential nature leaks through into the penitentiary.

8.—There is no real reformatory in Illinois. The institution at Pontiac is so called but it is obviously merely a branch of the Illinois penitentiary system. The St. Charles School for boys belies its name. The various statutes, including the Juvenile Court Act, beget confusion. Pontiac receives boys between the ages of seventeen to about twenty-five, all guilty of committing felonies. The St. Charles School receives youths up to the maximum age of seventeen years, not only those guilty of committing felonies but those who are guilty of minor infractions of the law. No successful program of segregation can be had under the existing conditions. It is suggested that a reformatory be established as part of the Department of Public Welfare of the State of Illinois.

9.—While this is being considered careful thought should be given to cases of juvenile delinquents where the circumstances or the evidence indicate feeble-mindedness. This might properly be broadened to include adults. It is suggested that prosecutors and judges cause to be filed a petition under the Feeble-minded Act and if the juvenile or adult delinquent is found to be feeble-minded with criminal tendencies that he be committed to the Department of Public Welfare with a recommendation that he be sent to the Chester Asylum until cured.

10.—In cases where men convicted of felonies have been found to be feeble-minded and confined in the State Hospital for the Criminal Insane, the Department of Public Welfare should be empowered

when they have served their maximum term to institute proceedings to have such declared to be insane with continuing criminal tendencies and have them incarcerated in the State Hospital for the Criminal Insane. This is to eliminate the possibility of such men being confined in a state hospital from which they could effect an escape.

Diagnostic Depot.

1.—The Diagnostic Depot is an innovation in penology that had its inception in the Illinois Penitentiary beginning July 1, 1933, at which time no appropriation was made for the work and the cost of its operation was deducted from the appropriation for the Juvenile Research Bureau under the jurisdiction of the State Criminologist. It is understood that it costs approximately \$60,000.00 for the biennium to conduct the two depots located at Joliet and Menard branches of the Penitentiary. Under the present set-up the depots are inadequately manned and it would cost approximately \$80,000.00 to conduct this department adequately.

2.—The staff of the Diagnostic Depot consists of the Superintendent, who is the Mental Health Officer and head Psychiatrist, another psychiatrist, one Psychologist and two Sociologists. All shipments of new convicts are quartered in these depots for approximately three weeks, during which time each is fingerprinted, photographed, bathed, outfitted in prison clothes, and put through a series of interviews and tests by the staff of the Depot. The Sociologist attempts to get a history of each pertaining to his home life, play life, school life, work record, previous activities, etc., following which the psychiatrist applies various tests in order to determine mentality, type of personality, mental age where there is some deficiency. The Psychiatrist then interviews the subject with a view toward classification and segregation of his particular type of personality.

3.—The Depot receives with each the mittimus or commitment papers which has attached thereto a copy of the State's Attorney's letter and in the course of the examination inquiries are sent to the United States Department of Justice, Bureau of Investigation, for the purpose of obtaining further information with reference to any criminal record. In the last fiscal year an average of two letters have been sent concerning each inmate for the purpose of verifying the information.

4.—It is believed that an inadequate verification is made of information submitted by the inmate. This acts as an erroneous foundation upon which the Sociologist is to base his conclusions. Fre-

quently the State's Attorney's letter is silent with reference to any previous record when, in fact, the inmate has a previous criminal history. The psychiatrist and Sociologist classify the inmate as a first offender and naturally recommend leniency in the absence of any other peculiar thing in the personal makeup of the man which also throws out of line the recommendations of the Mental Health Officer. The purpose of the Mental Health Officer's report is to suggest proper segregation and to act as a guide for the Parole Board in determining the eligibility of the individual for parole. Where the information is inaccurate, it fails in its purpose. It is suggested that proper coordination between the City, County and State authorities be brought about for the purpose of gathering all the available information pertaining to the inmate. In other words, it is known that many men convicted of crimes in Chicago are not put through the Bureau of Identification of the Police Department. This shows laxity in the enforcement of the Commissioner's orders. It is suggested that this rule be rigidly enforced in the Chicago Police Department. It is further suggested that whenever the Social Service Department of the State's Attorney's office or the Probation Department of Cook County makes an investigation with reference to the individual that a copy accompany the mittimus. These reports contain important sociological data and would be of assistance to the men of the Diagnostic Staff.

5.—It is further suggested that when examinations are conducted in the Behavior Clinic of Cook County, findings should accompany the mittimus. If practicable a home environment survey and family history should accompany each convicted man. Of course, this would be expensive but it should be done.

6.—The staff of the Superintendent of the Diagnostic Depot is too small to cope with the volume of work. This is shown in the quality of the reports submitted. There should be at least two more Sociologists and another Psychiatrist. There is a gap in this work. There should be a Psychologist in each branch of the Penitentiary who would continue to study the individual while incarcerated and try to correct his shortcomings as disclosed in the examination at the Depot. There is also need for educational, vocational and medical work in the institutions.

Query: What is the use of the Depot classifying inmates and suggesting segregation and employment in specific work in the absence of any such program in the institution?

It is estimated that approximately twenty-five per cent of inmates

of all institutions are afflicted or suffering from chronic ailments which, instead of being treated at the institution, are permitted to become more aggravated. These chronic ailments are often responsible for the unstable personalities of the inmates.

7.—The Depot makes an examination of the inmate a short time before he appears before the Parole Board. This constitutes a second examination. This is rather cursory and incomplete because of lack of sufficient help. This could be corrected with the suggested additions to the staff. This second examination is an important one to determine if any psychological changes have occurred in the individual during the period between the first and second examination which ordinarily covers about eleven months. It should be learned if the inmate has adjusted himself to prison life and if the original suggestions have accomplished anything in the way of rehabilitation. It is also suggested that there be complete institutional reports, such as one from the Disciplinary Officer, the Chaplain, the Teacher, and the Superintendent of the shoe or department to which the inmate was assigned. These reports are important factors in determining what change, if any, has taken place in the inmate during the period of incarceration.

8.—This Diagnostic Depot is a progressive step in penology. When properly administered, with a sufficient staff to handle the volume of cases, with the proper coordination of the various departments of government, city, county and state supplying the necessary information, as well as the reports of institutional officers, much will be gained. Valuable information and sound guidance can be given to the Parole Board, aiding it in arriving at its decisions relative to paroling prisoners. Proper appropriation should be made to permit this department to function in a manner that will produce the best results. However, although it is doing excellent work under the circumstances, it necessarily follows that in many instances the work is being rendered valueless by not having money to buy the tools necessary to do a good job.

9.—The classification by the Mental Health Officer is not being properly followed because of the overcrowded condition in the various branches of the penitentiary and this tends to nullify the work of this department.

Cost of Crime in Illinois.

1.—For the biennium of 1933-35, the General Assembly appropriated \$25,368,574.00 for the work of the Department of Public Welfare. Of this amount \$6,500,000.00 is devoted to the work of the

penal group, the various branches of the Penitentiary, the Division of Pardons and Paroles, and the Division of Supervision. This is a smaller sum than was appropriated for the preceding biennium although there is a larger penal population and more parolees to supervise. Each department is seriously handicapped in its operation by lack of sufficient money. The per capita cost in the institution approximates \$300.00. The per capita cost of supervision approximates \$50.00. There is an economic factor in the theory of parole. It might be argued that the suggestions contained herein would raise the cost of supervision, but it is maintained that with better supervision there can be a greater number of rehabilitated men justifying the additional expense. A considerable saving may be realized in the per capita cost of institutional care. Better supervision makes safe for society the paroling of more men thus reducing the cost of institutional housing.

2.—Considering the amount of property lost by citizens each year, the amount of money taken in crimes, the cost of apprehension, prosecution, incarceration and supervision, it would seem conservative to estimate the cost of crime in the State of Illinois as upwards of One Hundred Million Dollars per year. This is not considering at all the amount of physical harm inflicted by various types of assaults, nor the grief, loss of earning power and the necessity of throwing so many citizens upon public bounty in cases of murder.

3.—When consideration is given the amount of money the citizens of Illinois annually expend for public welfare it is fair to ask the question—what kind of dividends are citizens receiving on their investments?

Paroles vs. Crooked Lawyers.

1.—It is understood that a list of about twenty-five men with a license to practice law, mostly in Cook County, have had complaints filed against them with the Bar Association asking that disbarment proceedings be instituted, alleging that the attorneys were guilty of taking money from citizens to get inmates released on parole, pocketing the money and doing no work.

2.—Another "racket" has been practiced. This concerns people interested in inmates of the Penitentiary who were induced to put up various sums of money in escrow. If the parole was granted the person would get the money. On the other hand, if no parole was granted, the money would be returned to the person placing it in escrow. This was a profitable scheme for the person employing it as

the law of averages would be in his favor and without doing any work whatsoever a certain percentage of such escrow agreements would resolve themselves in his favor. It is suggested that vigorous prosecution be instituted against any lay person, and prosecution and disbarment proceedings be instituted against any attorney using illegal means to either influence or attempt to influence anyone in the obtaining of paroles.

Other Observations.

1.—Briefly, and perhaps in some instances repetition, it is suggested:

- (A) The Parole Department, in whatever form organized, should have the task of supplementing investigations prior to Parole as well as supervision after parole.
- (B) In the Division of Supervision there should be attached several staff members acting as liaison workers in relation to health needs, physical and mental, employment resources and vocational guidance facilities. It is obvious that with better trained parole supervisors greater use will be made of resources already available in the community.
- (C) Approximately one-half of the men paroled violate parole within a three-year period after release from the institution. These figures do not agree with published statistics calculated upon a false basis. These figures are for men paroled under previous administrations.
- (D) At the present time the three weak points in the parole situation are:
 - 1. Many first offenders of the non-criminal type are sent to institutions instead of being granted probation; the result is that many of these become criminals within the institution.
 - 2. The idleness of the men and overcrowded conditions, especially at Joliet and Stateville, means that little or no constructive work can be done to prepare the men for release into the community, although the State law places the duty upon the Department of Public Welfare to provide for the rehabilitation of men while in penal institutions.
 - 3. Men after their release upon parole experience difficulty in the present period of unemployment in obtaining work.
- (E) Under the indeterminate sentence law the period of incarceration has steadily grown longer instead of shorter than it was under the flat sentence. This is true for first offenders as well as for habitual and professional criminals.
- (F) The State Probation System organized under the Division of Supervision should become the Division of Probation and Parole Supervision.

- (G) As soon as a man enters a custodial institution his main interest is concentrated on getting out. This interest should be utilized in his rehabilitation.
- (H) Work and progress in industrial training should be a matter of great weight in determining time of release on parole. It will revolutionize the attitude toward parole if the attention of the man was turned from "fixing" and the importunity of friends to "making good" on his work in the institution.
- (I) More important than anything else would be the discovery of a method by which it would be possible to determine when the man's attitude had changed from criminal bent to a desire to make good legitimately upon release from the institution.
- (J) As one of the first States to adopt the Parole and Indeterminate Sentence Law, Illinois should be in the fore-front in developing a non-partisan and efficient parole administration. It should be abreast of the times in the application of enlightened social service standards of supervision by employment of qualified case workers under the merit system. The task of supervising human beings who have added to delinquent tendencies the demoralizing effects of imprisonment, requires the best skill the State can command.

Acknowledgements.

1.—For the cooperation of various officials in the public service are due my appreciative thanks, among them being:

A. L. BOWEN, Director of the Department of Public Welfare.
W. C. JONES, Chairman of the Division of Pardons and Paroles.
GEORGE T. SCULLY, Superintendent of the Division of Supervision.
COL. FRANK D. WHIPP, Superintendent of Prisons and Warden of Joliet and Stateville.
DR. PAUL L. SCHROEDER, State Criminologist.
DR. R. G. BARRICK, Superintendent, Diagnostic Depot at Joliet Penitentiary.
FERRIS F. LAUNE, Head Actuary.
O. H. LEWIS, Warden of Pontiac.

2.—From the American Institute of Criminal Law and Criminology and the Chicago Academy of Criminology came helpful suggestions.

3.—I am indebted for words of counsel to the late Judge Andrew A. Bruce of Northwestern University; Professor Edwin H. Sutherland and Professor Ernest W. Burgess, of the University of Chicago; Albert J. Harno, Dean of the College of Law, University of Illinois; Professor Newman F. Baker, Northwestern University

School of Law; Mrs. Sarah B. Schaar, Supervisor of the Legal Aid Department of the Jewish Social Service Bureau; Hinton G. Clabaugh, former Chairman of the Illinois Parole Board; Meyer Solomon, Chicago Academy of Criminology, and Dr. F. Emory Lyon, Superintendent of the Central Howard Association.

4.—My especial obligation is to Milton H. Summers of the Chicago Bar and a member of the operating staff of the Chicago Crime Commission without whose helpful, consistent and loyal assistance this report could not have been prepared.

Recommendations.

1.—As a result of the observations, interrogations, conversations and study of the Parole System made at the request of Your Excellency, three major recommendations are submitted:

(A) *An Administrative Board with definite tenure of office.*

This Board to supersede the present Parole Board, its personnel to consist of five persons appointed by the Governor and selected for their particular fitness without reference to politics, religion, nationality, fraternal or other affiliations. Each member selected to be not less than thirty years of age, with the equivalent of a university education and preferably a member of one of the learned professions. No person to be selected who has held elective or appointive public office within five years prior to such appointment. Any appointee of the Board to be disqualified for holding elective or appointive office for a period of at least three years after leaving the Board. The members of the first Board to be appointed for terms of three, six, nine, twelve, and fifteen years respectively. Thereafter, one member to be appointed every third year for a period of fifteen years. The pay to be sufficient to attract competent persons. No member of the Board to have other occupation, but to devote his entire time to the work. The idea here is to prevent a change in the personnel of the Board at the will of each incoming Governor, and assure the services of men who are willing to make careers of this type of work. In other words, to provide for career men; men who take pride in their work, who become trained for it and possess the requisites for successful service to the commonwealth. Some provision should be made for retirement and pension and in the event of incompetency or corruption, action for impeachment and removal of any member should be provided, preferably by some original action in the Supreme Court of Illinois.

(B) *Consolidation of Factors.*

There should be consolidation into one administering unit of the factors having to do with punishment, this to include pro-

bation, incarceration, parole and after-care. The idea is to combine all of the functions now exercised in the operation of the systems concerned with probation, penal institutions, parole and rehabilitation. In short, the intention is to bring under one authority every factor having to do with offenders from the time of their conviction and sentence by the courts, their probationary period, if granted, their custodial care, their parole, if granted, and such after-care as may be considered desirable. It is the intention to provide for a thoroughly competent administrative Board, comprehending every phase of welfare work concerning offenders, with properly qualified case workers, necessary departments of investigation, research, statistics and case studies.

(C) *Survey.*

The observance upon which this report has been made has found many faults in the present system which cannot be accounted here. It is therefore recommended that an intensive survey of the parole and affiliated systems in Illinois be conducted. This should cover the many phases of the work with a view to providing a penal and parole system that would come as close to being idealistic as is possible. It should give careful consideration to the report made August 16, 1928, to Hinton G. Clabaugh, then Chairman of the Parole Board of Illinois, which presents a study of the workings of the Indeterminate Sentence Law and of parole in the State of Illinois made by Andrew A. Bruce, Ernest W. Burgess and Albert J. Harno. This report was the result of intensive and discriminating study. It revealed facts that should have aroused the people of Illinois to action and was a special message for public officials, financial and industrial leaders, and the general public. Many of its suggestions have been ignored. It is believed that a further survey as suggested at this time when crime and law enforcement are such widely discussed subjects would commend itself to citizens and legislators. The subject matter is so vital that the expense entailed in making such a survey would be amply justified.

Conclusion.

1.—Limitation of time and facilities have prevented more than a cursory examination of a vital problem, but it is hoped there may be some suggestions contained herein which will be of value in outlining a program, which when developed, will place Illinois in the forefront of states desirous of contributing to the improvement of the public welfare.